AN INVESTIGATION TO DISCOVER THE EFFECTIVENESS OF TEACHERAGES AS A FACTOR IN THE RETENTION OF ADMINISTRATIVE STAFF IN CENTRALIZED SCHOOLS

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By

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AN INVESTIGATION TO DISCOVER THE EFFECTIVENESS

OF TEACHERAGES AS A FACTOR IN THE RETENTION

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A SYNOPSIS OF AN INVESTIGATION TO DISCOVER THE EFFECTIVENESS OF TEACHERAGES AS A FACTOR IN THE RETENTION OF ADMINISTRATIVE STAFF IN CENTRALIZED SCHOOLS

The purpose of this thesis is to discover the extent to which teacherages are important factors in the obtaining and retention of administrative staff in centralized schools of six rooms and larger.

Data were gathered in three ways: (a) by research into the Annual Reports of the Department of Education;
(b) by personal interviews with superintendents and secretaries of divisions and counties; and (c) by the use of questionnaires which were mailed to principals and vice-principals of schools included in the divisions and counties used in this study.

The findings of this study indicate that housing is the second most important factor influencing job acceptance; that the lack of suitable living accommodation makes it difficult to retain married teachers; that the provision of teacherages for administrative staff is on the increase; and that adequate teacherages are an effective force in attracting and retaining administrative personnel in centralized schools.



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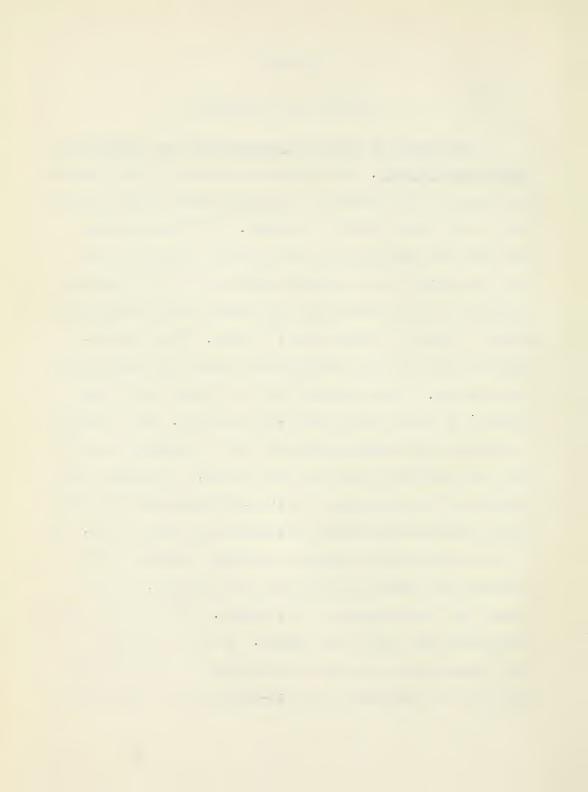
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CHAPTER I

PROBLEM AND PROCEDURE

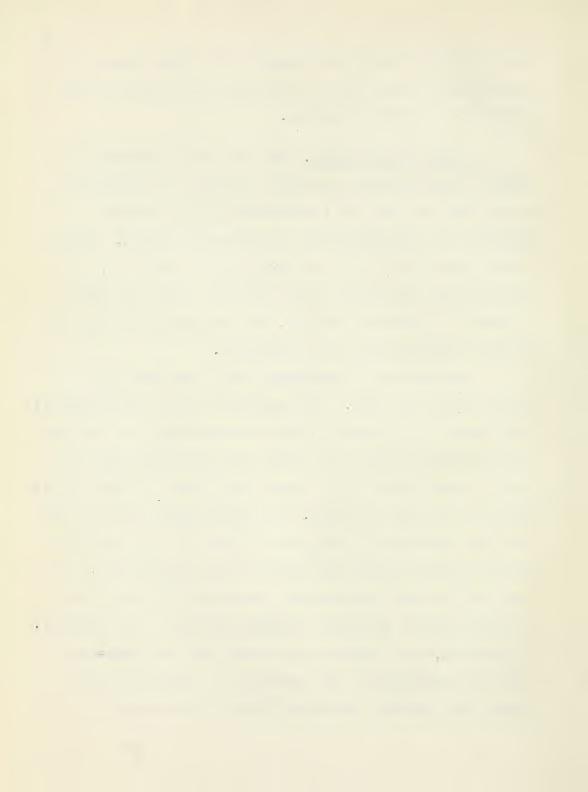
Importance of housing accommodation for teachers in centralized schools. The centralized school is the present day answer to the problem of supplying public school education to the rural pupils of Alberta. No claim is being made that the education offered in such a school is the best the pupils could possibly receive, but it is pointed out that it is the education that rural Alberta pupils are going to receive for many years to come. Such centralizations will attract administrative staff with experience and training. These teachers will be mature and in the majority of cases married men with families. For a school to function to the best advantage for the pupils the staff must be relatively permanent and settled. To obtain these conditions the principals and vice-principals have to have living accommodation which is adequate for their needs. As in many cases private rental or personal purchase is not feasible as a method of providing such housing, it may be argued that teacherages are the answer. On the other hand teacherages may not be the answer. It is the purpose of this investigation to study the problem of housing accommodation for principals and vice-principals in centralized



schools with particular reference to the effectiveness of teacherages in securing and retaining the services of such principals and vice-principals.

Origin of this study. When the writer decided to return to the teaching profession in 1953, it seemed that salary would be the only consideration, until several applications were written and acceptances received. While salary ruled out four of the six available positions, the remaining two were fairly equal in that respect and also in respect to position offered. The deciding factor proved to be the availability of a teacherage.

One place had a teacherage while the other had a private house for rent. The teacherage was far from adequate when judged on the basis of size and facilities but its rent was twenty-four dollars per month plus utilities while the private home offered fully modern facilities at fifty dollars a month rent plus utilities. The total housing cost in each case was estimated at fifty-four dollars for the teacherage against ninety dollars per month for the private home. As the position with the available teacherage offered a gross of fifty dollars per month advantage in pay, it was accepted. In addition, some assurance was given that the teacherage would be modernized by the addition of a sewage disposal system and bathroom facilities within a few months or a

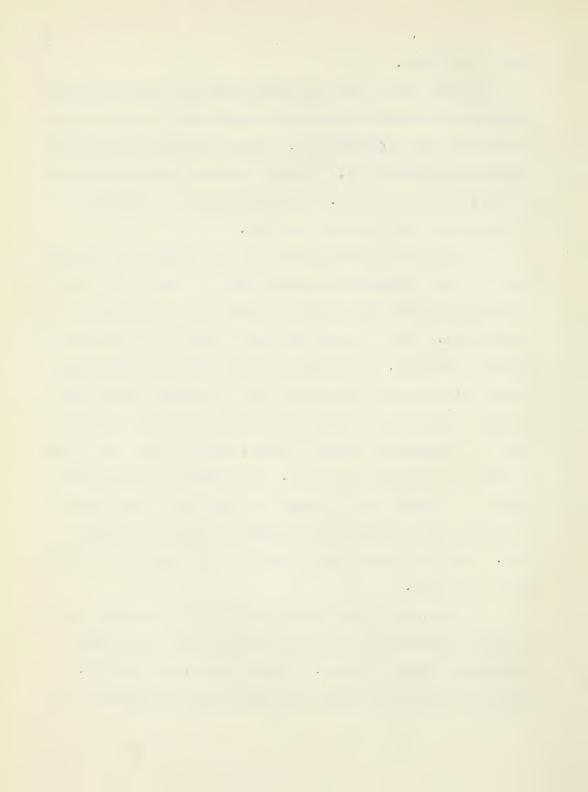


year at the most.

At the end of two uneventful years in the unimproved teacherage the writer moved to a position in a center where teacherages were non-existent. Other available housing was almost non-existent too. Finally a modern house was rented at sixty dollars a month. Utilities added an additional forty dollars per month to the cost.

The writer's experiences with the teacherage and the house for rent prompted inquiries into the possibility of purchasing a home under the provisions of the National Housing Act. When a house plan was chosen and a contractor's estimate obtained, an official of the Central Mortgage and Housing Corporation calculated that the mortgage available on such a structure in that area would be in the neignborhood of thirty-seven hundred dollars short of the cost price as estimated by the contractor. That meant making a down payment of roughly four thousand dollars on a house which in a city would require two thousand dollars or slightly less. Therefore some better answer to the housing question had to be found.

By now, the other factors which had influenced the writer's acceptance of previous positions had faded into comparative insignificance. School plants, for example, differed somewhat in layout but not at all in equipment and



other facilities for instruction; salaries varied somewhat from division to division but annual increases were always received; sociability experienced in various districts was uniform. However, the acquiring of suitable, acceptable, comfortable housing at a reasonable cost did vary from place to place. This factor, next to the salary offered, became the deciding factor.

Following these experiences, the writer began to wonder whether others were encountering similar problems. Perhaps the provision of adequate teacherages was the solution to the housing problem for administrators. Consequently, the opinions of principals attending the Principals' Leadership Course at Concordia College in Edmonton in July, 1956, was sought.

A questionnaire was used for this purpose. Later it was found that as the course included administrators from schools other than centralized ones some of the completed questionnaires did not properly qualify. Fifty-three questionnaires in all were completed and returned. Of these, eight were rejected because of the reason just mentioned.

There were three parts to the questionnaire. The first two were designed to discover the factors which were

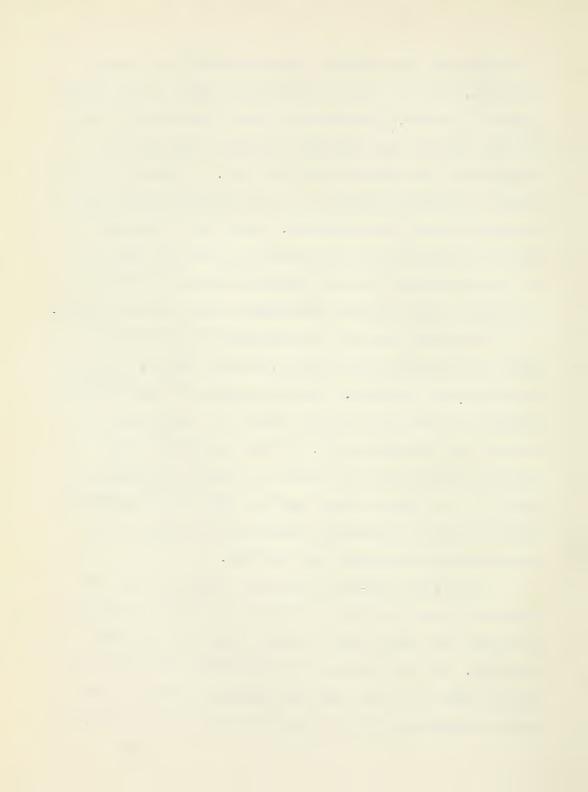
Appendix A.



considered most important by administrators when seeking positions, first by having them rank in order of importance a list of factors, and second by having those who had been offered positions and declined to accept them list the reasons why such refusals had been made. In that way it was hoped to determine whether or not the housing factor was an important one in job acceptance. In so far as possible the topic of housing was not emphasized in the first two parts of the questionnaire as the aim was to obtain an unbiased statement of the relative importance of the various factors.

The third part of the questionnaire specifically asked for information on housing, marital status, type of school and its location. Here the teacher was to indicate whether he owned his own home, lived in a teacherage, or rented from a private party. It was hoped that enough replies would be made by renters to justify accepting the rating of the factors from the first part of the questionnaire as being a reasonably representative reply of all administrators throughout the province.

When the forty-five completed questionnaires were examined it was found that the factor of housing received the first and second vote of over 53 per cent of those replying. It was surpassed only by salary with first and second votes of 69 per cent and followed by school plant which received the first and second vote of 31 per cent of



those replying. This established the housing problem as the second most important factor. Next in order of importance were sociability of the district and challenge of the job.

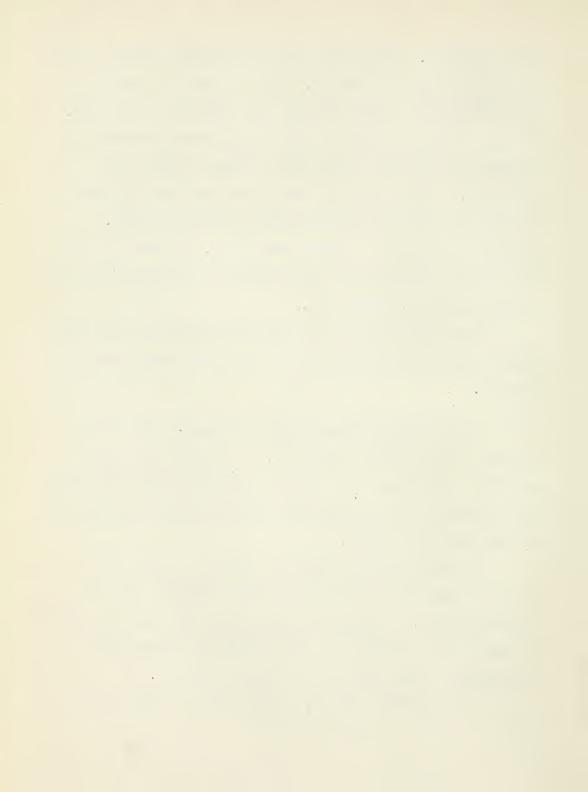
The second section of the questionnaire relating to reasons why proffered positions had been refused, was tabulated. Sixteen persons indicated that they had been offered at least one position which they had refused. Housing was given as a reason five times, followed by salary four times, and religion, school plant and satisfaction with present position, three each.

From the third part of the questionnaire it was found that twenty-four owned their own homes, and twenty-one were renting.

Definition and delimitation of study. It is the purpose of this thesis therefore, to discover the extent to which teacherages are important factors in the obtaining and retention of administrative staff in centralized schools of six rooms and larger.

By administrative staff is meant the principal, the sole administrator in some smaller schools, and the vice-principal, or vice-principals where the size and complexity of the school plant and curriculum warrant the employment of more than one of these officials.

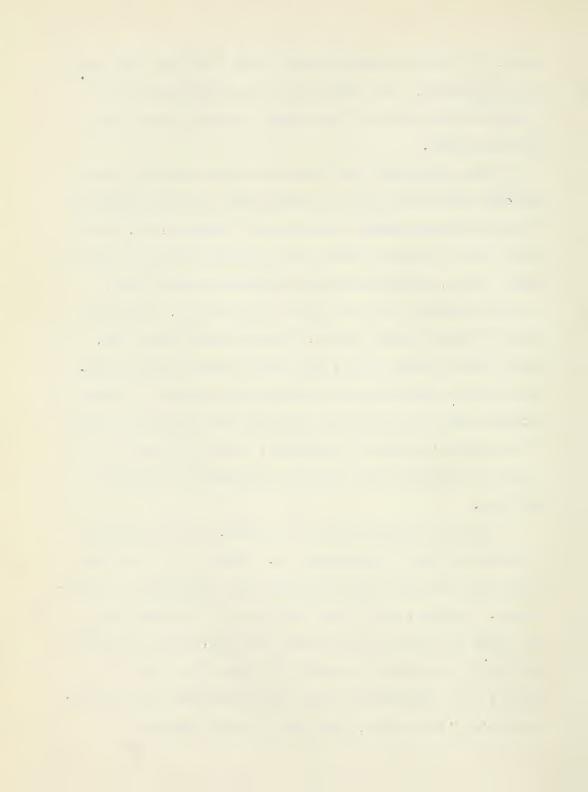
A centralized school, as the term is used in this



study, is a school serving pupils from more than one rural school district. The school-van is used extensively to transport the pupils to the central location where they attend classes.

The principals and vice-principals contacted were employed during the 1956-57 school year in centralizations in the following school divisions and counties: St. Mary's River School Division Number Two, Foremost School Division Number Three, Lethbridge School Division Number Seven, Foothills School Division Number Thirty-Eight, Wheatland School Division Number Forty, Vulcan County Number Two, Newell County Number Four, and Warner County Number Five. These school divisions and counties were chosen for study because their administrative offices were relatively close to the writer's place of residence, making it possible to contact the secretaries and superintendents on Saturday mornings.

Before proceeding with the study, it was necessary to determine what a teacherage is. There are to be found in school districts buildings which are designated as teacherages. However, when these buildings are examined they are found to differ in very many respects, going from one extreme to the other in matters of size, age, state of repair, and facilities offered for convenience and comfort. To obtain, if possible, some idea of what might be

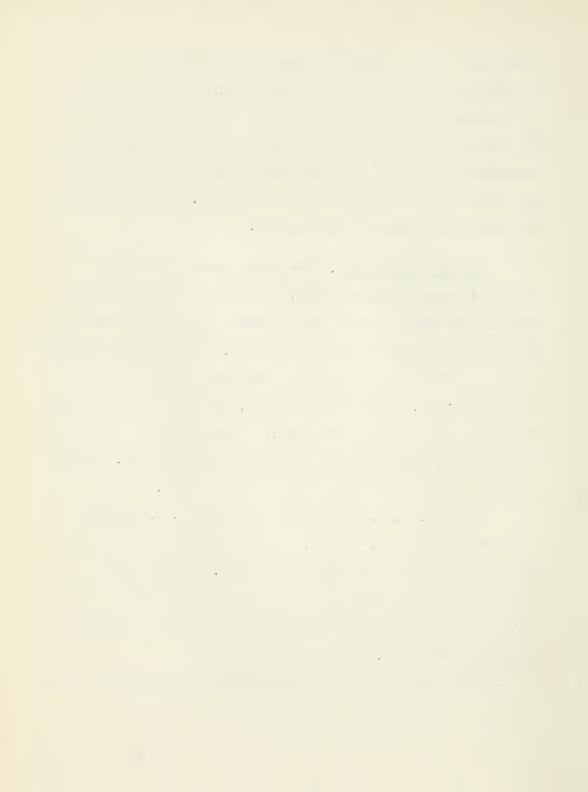


considered to be a typical teacherage, two surveys of teacher housing accommodation were used. One was a report by the Superintendents of Schools in 1954 and the other was the present one of housing of principals and vice-principals completed with the aid of the secretaries of the divisions and counties chosen for this investigation. The results of the latter are given in Chapter III.

Related literature. The main source of data on teachers' living accommodation, insofar as Alberta is concerned, was found in the Annual Reports of the Department of Education from 1906 to the present day. These data are contained in reports of the Deputy Ministers, the Chief Superintendents, the Superintendents, and the reports of the Debentures and Building Branches. Information is given on the planning, financing and erection of teacherages. These data are included in Chapter II of this thesis.

In 1940, J. C. Jonason completed an M. A. thesis,
"A Survey of Grounds, Plants, and Teacherages in Eighty
Schools in Central and Northern Alberta." This source
provides a glimpse not only of the teacherage sixteen years
ago, but also of some of the weaknesses evident in teacherage
policy at that time.

Wineteen out of the eighty schools surveyed had teach-

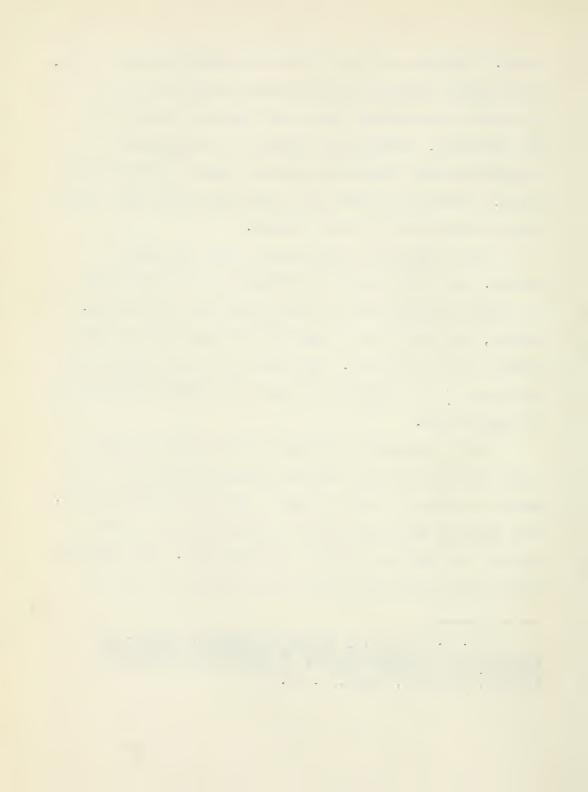


erages.² Thirteen of these nineteen teacherages were in use. One was empty because the accommodation was poor and the five others were unused because the teachers preferred to live elsewhere. Teachers in fifteen of the sixty-one remaining schools indicated that they wished to have teacherages. Jonason concluded that there were sufficient teacherages to take care of normal demand.

Teacherages were located on or near the school grounds. The rents charged were found to be in line with the average capital costs of teacherages and furnishings. However, the proportion of married to single teachers was found to be one to eight. The reasons for this proportion were given as low salaries and poor accommodation offered in the teacherages.

While Jonason's study was a survey only, he does bring out the fact that married teachers require and demand adequate housing if their services are to be made available. This does not imply that single teachers are in any way inferior in teaching ability to married ones. It does imply that married personnel will be more difficult to hire in

²J. C. Jonason, <u>A Survey of Grounds</u>, <u>Plants</u>, and <u>Teacherages in Eighty Schools in Central and Northern Alberta</u>, (unpublished Master's thesis, The University of Alberta, Edmonton, 1940), p. 38.



districts lacking suitable housing.

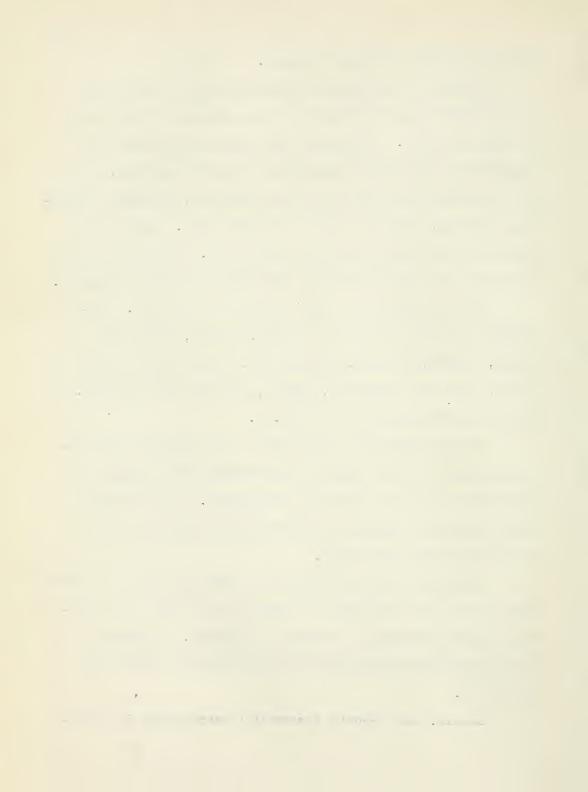
Jonason's suggestions regarding future teacherages are interesting and pertinent to the question of obtaining and holding starf. He states first that teacherages are essential if experienced teachers are to be employed. He then recommends building with full basement, kitchen, living-room, bedroom, closets, front and rear exits. The minimum size advocated is two hundred square feet. The cost of such a building in 1939 was between six and nine hundred dollars.

The rent was to be ten per cent of the cost. Furnishings were to consist of a range, heater, table and chairs, blinds, screens, screen door, bureau with a good mirror, bath tub, bedstead, spring, mattress and pillows. Cost of plumbing was set at \$171.75.

Because the centralized school has replaced the oneroom schools of 1939, Jonason recommended that apartmenttype housing replace the small teacherage. This present
study includes a survey of teacherages of administrative
personnel as they are today.

Teachers' Living Accommodation was the topic of reports submitted to the Department of Education in 1954 by thirty-eight Superintendents of Schools in Alberta. A summary of the information contained in these reports appears in Appendix B.

In all, the reports listed 943 teacherages in forty-



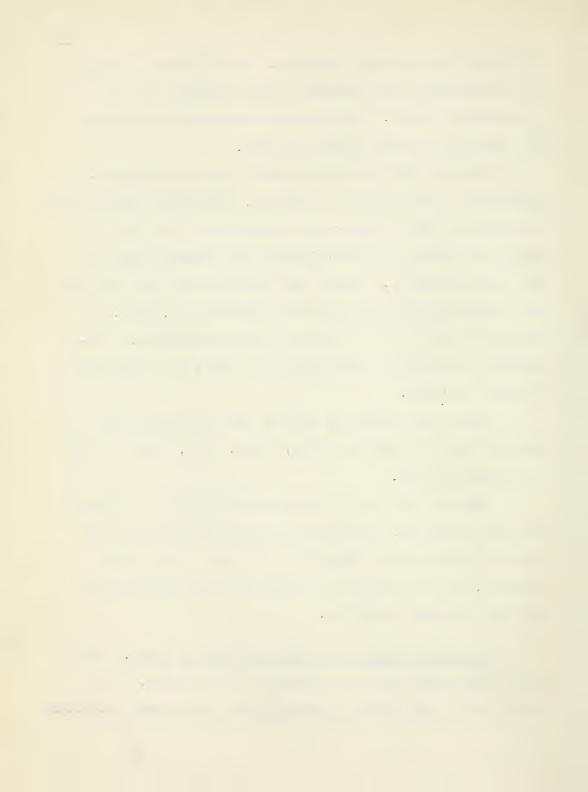
one school divisions and counties. Seven hundred seventyfour teacherages were reported on with respect to their
condition of repair. Five hundred twenty-six teacherages
were reported on with respect to size.

As there was no uniform method used by the superintendents in reporting on condition, the writer established
an arbitrary rating scale; and estimates of the state of
repair were made for each building from comments made by
the superintendents. Figure One indicates the per cent of
the buildings which fell in each category A, B, or C. A
rating of A indicates a building in good condition, B indicates a building in fair condition, and C is a building
in poor condition.

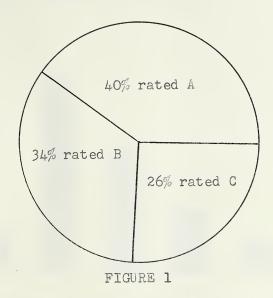
Figure Two shows how many of the 526 teacherages reported on as to size were two, three, four, five, or over five rooms in size.

When we combine the information contained in Figure One and Figure Two, we arrive at the conclusion that the typical teacherage in Alberta in 1954 was a two-roomed building, and that two out of every five of these teacherages were in good condition.

Procedure followed in carrying out the study. Four major steps were taken in carrying out this study. The first was the preliminary questionnaires which were submitted



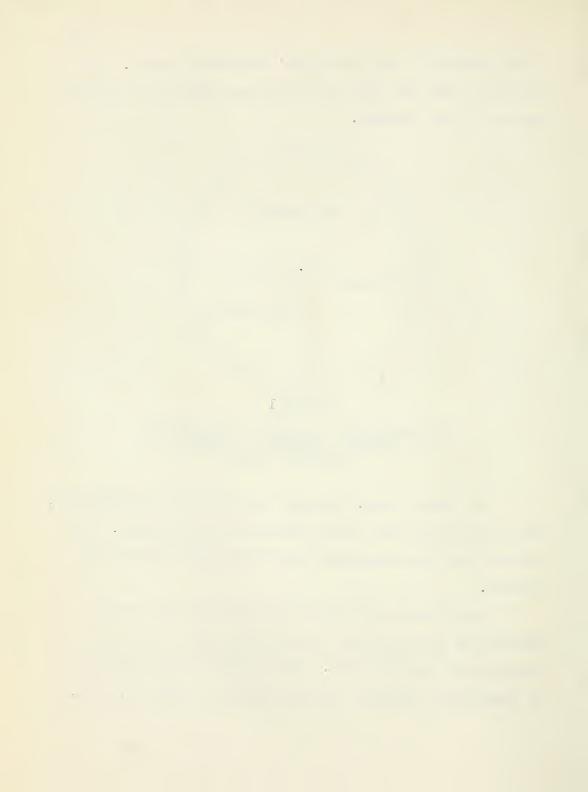
to the members of the Principals' Leadership Course. The details of what was done here have been given in an earlier section of this chapter.



CLASSIFICATION OF ALBERTA TEACHERAGES IN 1954 ACCORDING TO THEIR STATE OF REPAIR

The second step, research into the related literature, was a continuing step in the solution of the problem. The sources have been mentioned previously under Related Literature.

Interviews held with the secretaries and superintendents of the divisions and counties used in this study constituted the third step. Five separate trips were made on consecutive Saturday mornings between January 19, 1957,



and February 16, 1957. On three of these mornings the itinerary included two calls each, and on the other two mornings one call was made each trip.

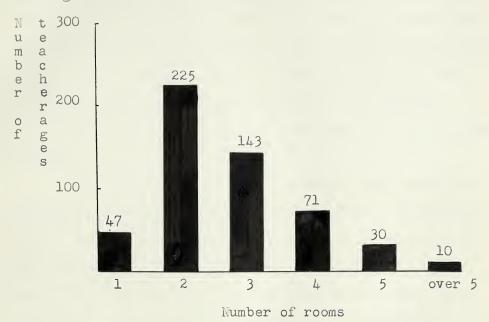


FIGURE 2

CLASSIFICATION OF ALBERTA TEACHERAGES IN 1954 ACCORDING TO NUMBER OF ROOMS

A prepared questionnaire, (Appendix C), was used in each instance to ensure uniformity of coverage of the topics discussed. Past and present policies with regard to teacherages, their supply and modernization, were investigated. It was hoped to gain evidence of the trends in teacherage building which would illustrate concretely whether or not the school boards and committees felt teacherages were



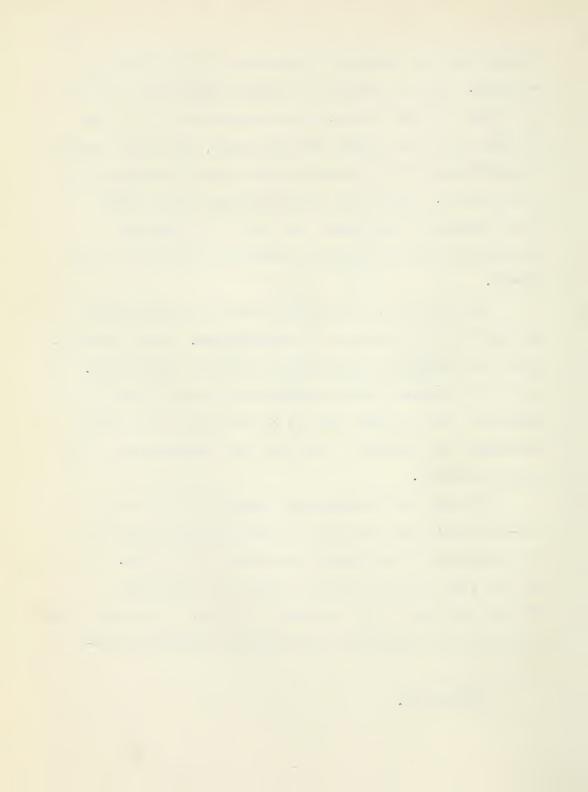
necessary for the securing or retention of administrative personnel. As the erection of a modern teacherage involves the outlay of public funds, with the possible loss of the interest on such an outlay over the years, the school boards and committees are duty bound to give careful consideration to the matter. Boards and committees must try to avoid having housing in one center with few or no teachers requiring it, and no housing or inadequate housing at other centers.

For step four, the writer prepared questionnaires³ addressed to principals and vice-principals. These question-naires were designed to discover two sets of information.

One was the present living accommodation of the person questioned and the other was the conviction of the person questioned with respect to the need for a teacherage in his present location.

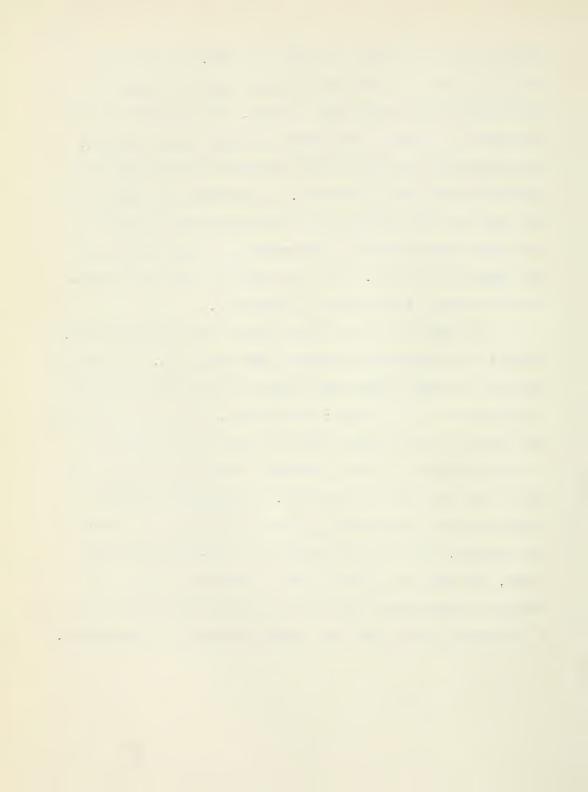
The names and addresses of these principals and vice-principals were obtained through the cooperation of the secretaries of the school divisions and counties. A list was sent to each secretary naming the accredited secondary schools in the division or county, as obtained from a Department of Education list entitled Accredited Secon-

^{3&}lt;sub>Appendix D.</sub>



dary Schools in Alberta, December 1, 1955. In addition, this list named the principal who had been in charge of each such school in the fall of 1955. The secretaries were requested to indicate the number of rooms in the schools, and to provide the name of the current principal and vice-principal with their addresses. In addition the secretary was asked to add the required information with respect to any centralized schools of six rooms or larger which were not secondary schools. The data from the answers to these questionnaires is presented in Chapter V.

In evaluating the information on the questionnaires, factual and opinionative answers were separated. By factual replies are meant those which could be given by any person in possession of the facts; for example, "How many principals and vice-principals moved within or out of the division or county within a certain period?" This is a question to which only one reply is possible. Opinionative answers depend more on interpretation than observation of facts; for example, "Of those principals or vice-principals who moved, how many do you think did so because of lack of an adequate teacherage?" This is a question which could have a different answer from each person to whom it is addressed.



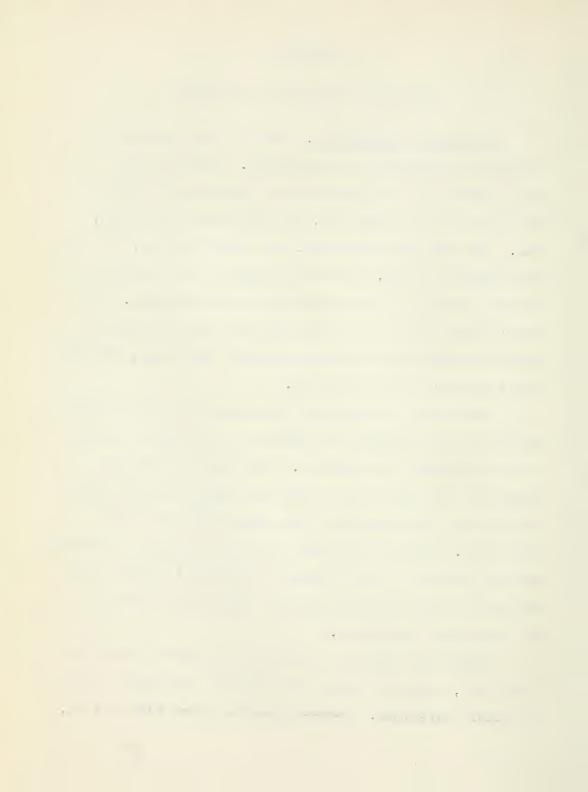
CHAPTER II

HISTORY OF TEACHERAGES IN ALBERTA

Sources of information. There are two sources of historical information on teacherages. These are the Annual Reports of the Department of Education of Alberta from 1906 to the present day, and the School Grants Act, 1944. With but few exceptions, the Annual Reports, from the first Report in 1906, contain references to the problem of securing suitable living accommodation for teachers. The School Grants Act of 1944 contains specific reference to grants available for building teachers' residences, subject to the approval of the Minister.

References to teachers' residences were made in the reports of the Inspectors of Schools in the Annual Reports of the Department of Education. From 1906 to 1918 the Inspectors for the province submitted annual reports which were printed individually in the Annual Reports of the Department. From 1919 to 1925 the Chief Inspector of Schools combined excerpts from the School Inspectors' reports into his report, under headings such as "Classroom Instruction," and "Teachers' Residences."

While the reports of the Chief Inspectors continued after 1925, specific mention of teachers' residences ceased to appear thereafter. However, for the years 1926 to 1929,



the Manager, Debentures Branch, reporting on additions and alterations, mentions the number of teacherages built where debentures were issued for that purpose.

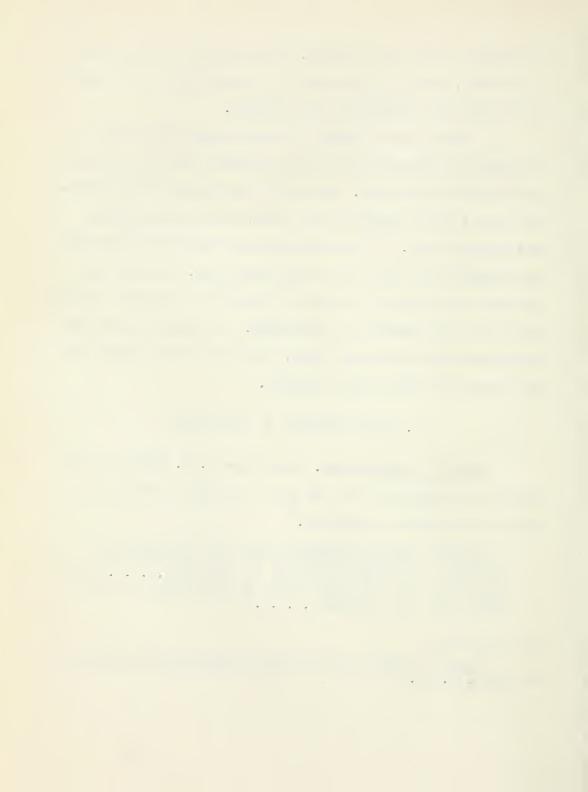
A record of the number of teacherages built from 1930 onwards appears in the Annual Reports under the Report of the Buildings Branch. After 1933 and until 1941 teacherages were listed together with barns, with no distinction made between them. In 1942 teacherages built and purchased were listed separately from other buildings. By 1949 the influence of the centralization of schools is evident in the reports of the number of teacherages, as listings show some having been sold and some moved, probably as the result of the closing of small rural schools.

I. ANNUAL REPORTS OF DEPARTMENT

Need for teacherages. Inspector G. E. Ellis of the Edmonton Inspectorate in 1906 made the first mention of a need for teachers' residences.

Another serious drawback among the Galicians and Russians is the impossibility in some instances of securing a boarding house for the teacher . . . In such cases the trustees should be encouraged to build shacks for the teachers

¹ Annual Report of the Alberta Department of Education for 1906, p. 53.



Another inspector noted the fact that the teacher needed a residence of her own in foreign-speaking districts. His comments indicate that in 1920 there were a considerable number of teacherages available in the territory included in his inspectorate.

A teacher's residence is an absolute necessity in a non-English district, and it is very desirable in many others. Two of the residences in this inspectorate have three rooms, eleven have two rooms, and seventeen have one room.²

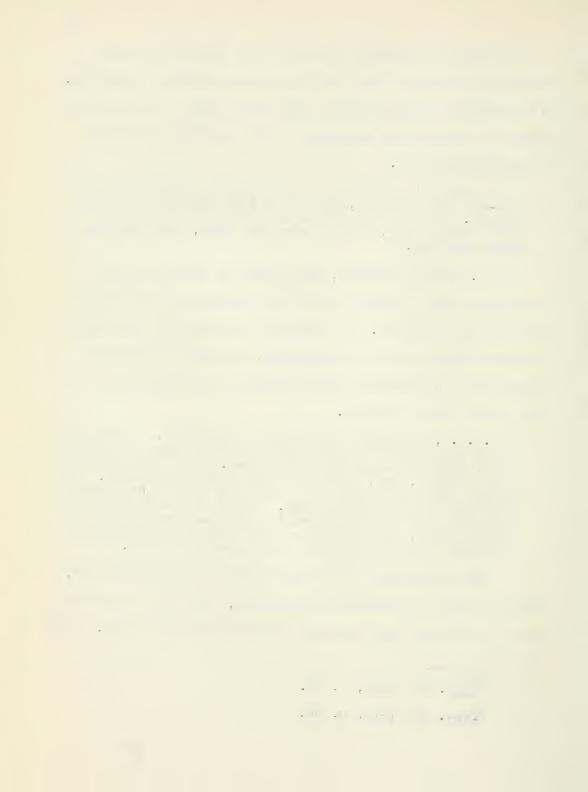
Mr. Robert Fletcher, Supervisor of Schools among Foreigners gave a report in 1915 on teacherages at schools under his supervision. In addition to indicating the size and furnishings of such teacherages, he makes them sound attractive in appearance where suitable effort had been put into their beautification.

frame structures usually about fourteen feet by eighteen feet, although some are much larger. They are furnished with a table, bed, cook stove and cooking utensils. In nearly all cases there is a plentiful supply of drinking water on the school premises. Where the teacher is at all handy and is able to enlist the co-operation of the School Board, the teacher's house and its surroundings are made quite comfortable and home-like indeed.

The inspectors of the Department of Education noted, during a period of economic prosperity, that such prosperity made it difficult for teachers to find boarding places. This

²Ibid. for 1920, p. 80.

³<u>Ibid</u>. for 1915, p. 80.



was due to several causes; the amount of board money received by the farmer was too small to be attractive when financial returns on agricultural produce were good; the homes of the farmers were not large enough in many instances to accommodate a boarder without some considerable inconvenience to the family; or the farm wife was frequently required as a regular hand to do chores and so was unable to give the attention to caring for a boarder that was demanded of her. From the south part of the province came the reports of inspectors in the Macleod and Lethbridge inspectorates:

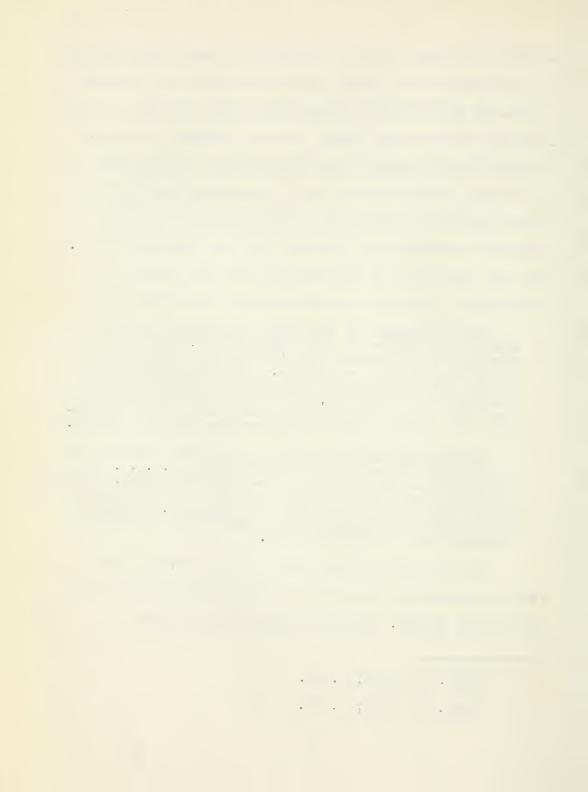
The improvement in financial conditions has not solved the problem of the rural schools, and in some cases it has increased the difficulty of securing a suitable home for the teacher. This will necessitate during 1917 considerable attention to providing small residences for teachers, as a number of applicants for positions in this inspectorate have expressed a preference for schools making such provision for the teacher.

The boarding house problem becomes more difficult as the farmer becomes better off financially A few districts have provided teachers' residences. These are very convenient for male teachers and for ladies of mature years who do not mind the isolation. Districts having these residences seldom have trouble in securing teachers and in retaining them.

And from much farther north in our province came reports suggesting the need for teacherages where boarding places were scarce. One such report is as follows:

^{4&}lt;u>Ibid</u>. for 1916, p. 61.

⁵<u>Ibid</u>. for 1917, p. 60.



The teacher's house is an aid in solving the difficulty of accommodation, but, as yet, few of the districts have one. Four residences for teachers were built during the year, and these are occupied by teachers.6

One inspector is outstanding for his reports on teacherages. Between 1911 and 1920, Inspector J. C. Butchart of Vegreville Inspectorate made eight reports on the provision of houses for teachers. Most of these reports were identical in construction but they serve to indicate the presence of teacherages in the early history of the province, and in two instances the remarks indicate the usefulness of such accommodation in attracting an adequate supply of qualified teachers. The entry for 1914 is characteristic of the one given in 1911 and repeated with little variation in the years 1912 to 1917:

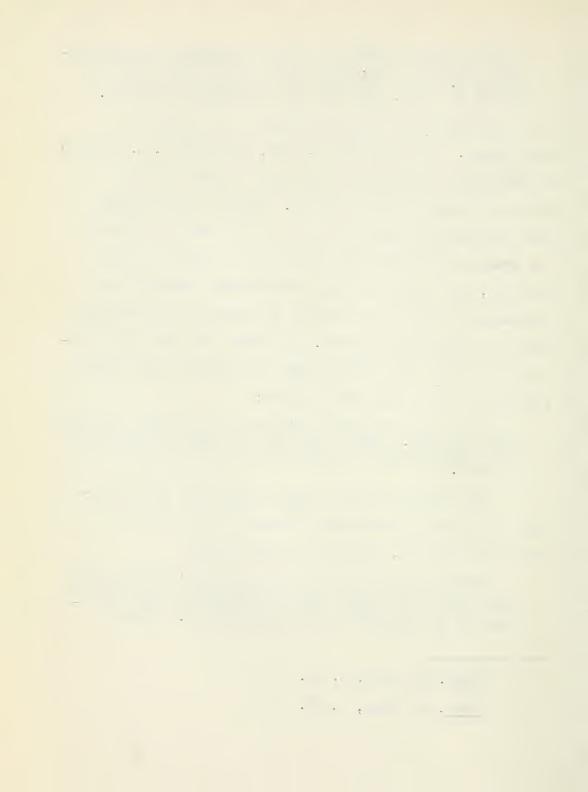
Nearly all the school buildings are good and are very well equipped. Nearly all have two acres of ground and many have stables and small houses for the use of the teacher. 7

Commenting at some length on the value of teacherages in helping to solve the problem of a shortage of qualified teachers, Inspector Butchart says:

Several districts have built teachers' houses under the legislation of the last session and the prospect is that during the coming year many more will take advantage of the generous assistance provided. Living

^{6&}lt;u>Ibid.</u> for 1916, p. 71.

^{7&}lt;sub>Ibid. for 1914. p. 91.</sub>



conditions must be improved if we are to have an adequate supply of properly trained and equipped teachers in these schools. Experience and permanency of tenure are necessary to success, especially in non-English schools. When these schools have a house and grounds that can be made a real home one of the chief difficulties in connection with this phase of educational work will have been overcome.

Between the time that Inspector Butchart wrote the above report and the next year, his predictions apparently were fulfilled regarding the number of teacherages which would be built, for he noted in 1920 that

Several districts have taken advantage of the assistance offered in the erection of residences for teachers.

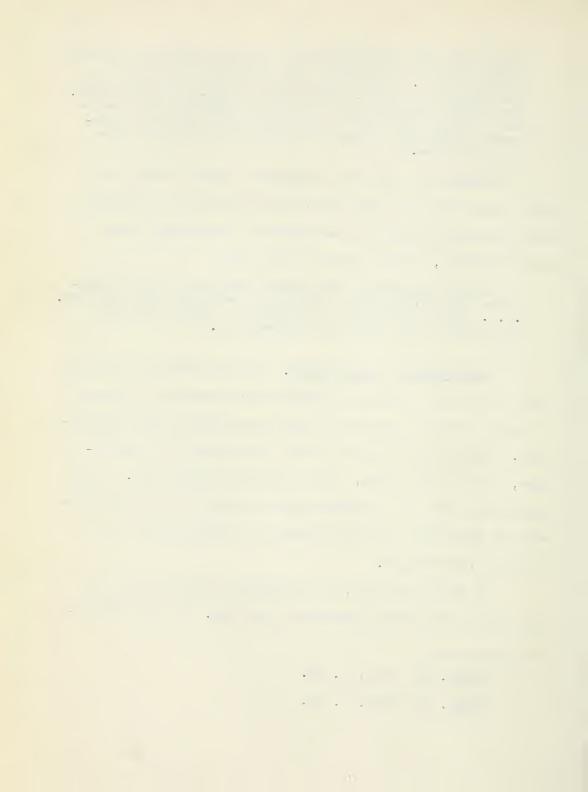
This should make it easier to obtain teachers and retain their services permanently.

Appearance of teacherages. In the reports of inspectors during the infancy of the province occasional glimpses are given in word pictures of the appearance of the teacherages. Later Annual Reports carry photographs of teacherages, and in some cases, floor plans and elevations. These apparently were the "approved" plans prepared by the Department of Education for the guidance of school boards in erecting teacherages.

In some instances, the quotation reveals more than just how a teacherage appeared to the eye. In one teacher-

^{8&}lt;u>Ibid.</u> for 1919, p. 62.

⁹<u>Ibid</u>. for 1920, p. 79.



age the lady in charge provided service to the pupils somewhat beyond what was actually required by the terms of her contract.

In another (Roman Catholic) school I found a teacher in charge of twenty pupils for whom she provided dinner. She, with the help of the pupils, cut all the firewood used. Her living room was a small lean-to at the end of the school and her bed-room a loft above the class-room.10

While this type of teacherage—the lean—to and the loft—was found in many places, the school inspectors were pleased to note improvements in the buildings erected in their inspectorates. In reporting on improvements of buildings within the inspectorate, F. L. Aylesworth of Olds Inspectorate notes that,

Innis Lake built a neat smart looking little teacher's residence.ll

Three other inspectors noted similar improvements in the buildings and furnishings which were being provided for teachers' use:

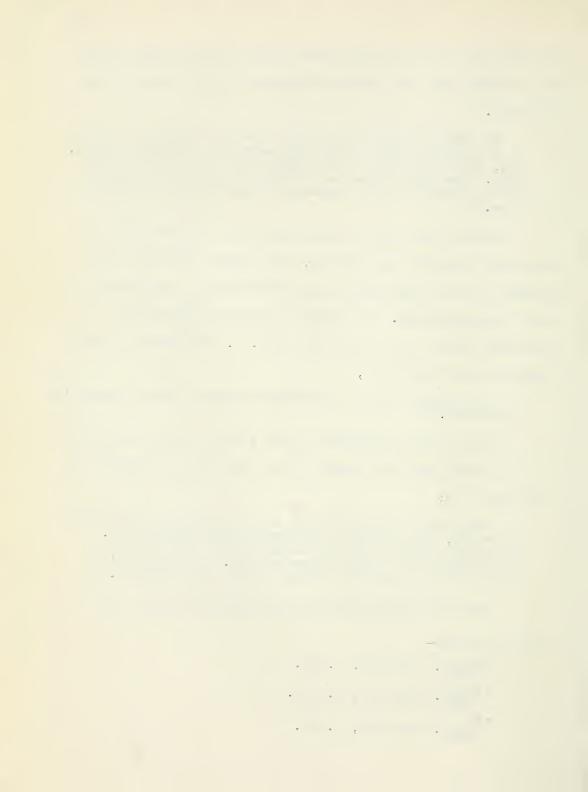
Dwellings erected for the use of teachers are on the increase, and are well constructed and comfortable. Fairydell School District shows active leadership in improvements in school surroundings. The teacher's house is the best yet visited in the inspectorate. 12

Readymade Consolidated School District built and

¹⁰ Ibid. for 1913, p. 74.

^{11&}lt;u>Ibid</u>. for 1917, p. 109.

¹²Ibid. for 1917, p. 65.



furnished during the past year, a modern five-roomed teacher's residence. In connection with this residence a teacher's garden of five acres of irrigated land has been secured. The providing of comfortable teachers' homes will undoubtedly tend to attract and retain a better type of teacher in our schools, and through these homes a more permanent school community life will be established.13

Many districts have a one or two-roomed house for the teacher; these have usually been built for summer use only, but a number of them have been occupied this winter. 14

In his report for 1920 the Deputy Minister added his approval of the general improvements shown in teacherage construction.

There has been a considerable demand for this type of school from married teachers who wish to obtain a position in a rural district where there are greater prospects for permanency of contract as teacher, and it would appear from evidence on hand that the securing of these teachers will assist in solving the rural school problem. 15

Pictures of some of these teacherages are included in the Annual Report of 1920.16

In the Annual Reports of 1920 and 1921 there appear additional pictures and floor plans of teacherages. The floor plans are for three and four room buildings and one

^{13&}lt;u>Ibid</u>. for 1919, p. 57.

^{14&}lt;u>Ibid</u>. for 1919, p. 60.

¹⁵<u>Ibid</u>. for 1920, p. 10.

^{16&}lt;u>Ibid</u>. for 1920, p. 11.

6 • e e picture is given of the "Typical Teacher's Residence."17

There is a lack of detail to indicate clearly the accommodation offered by the teacherages of this time, but two or three reports give hints of the potentialities of the houses and their surroundings. The provision of teacherages for shelter only was giving way to houses built for comfort, and in some cases this added to the status of the teacher in the community. Inspector Scott of Hardisty summed up the situation in 1920:

The question of the erection of real residences for teachers is being considered by districts in all parts of this inspectorate . . . Poplar Dale school district has erected a substantial residence with stable and garden. This has resulted in making the teacher a real resident and citizen of the district. Other school districts are arranging to follow this example. 18

It has been mentioned previously that the Department had plans prepared for use by school districts in building teachers' residences. Reference to the use of these plans is made by Inspector Fife, in 1920:

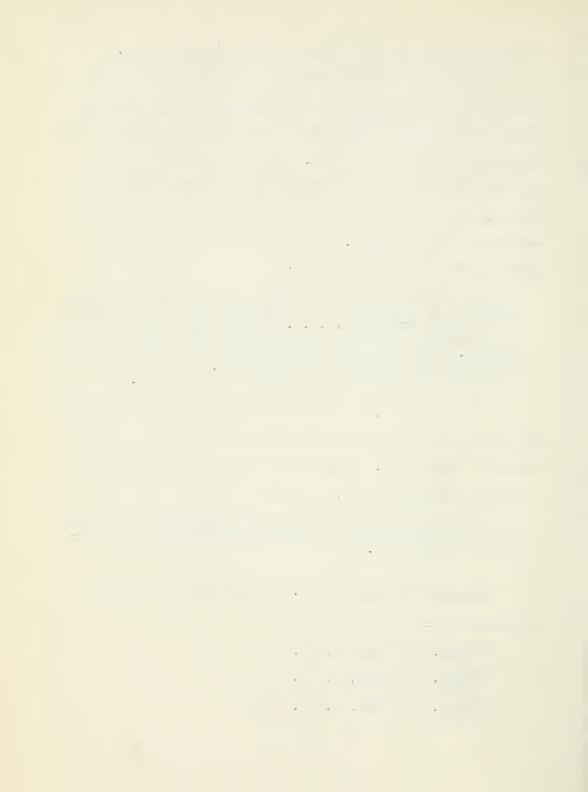
In nine districts new teachers' residences have been built in accordance with plans approved by the Department of Education.

Location of teacherages. As has been seen from the

^{17&}lt;u>Ibid</u>. for 1920, p. 96.

¹⁸ Ibid. for 1920, p. 96.

¹⁹Ibid. for 1920, p. 80.



views expressed in the reports of inspectors, there was considerable support for the building of houses for teachers. However, the problem of loneliness on the open prairies and in the bush country had to be considered when placing single teachers far from other habitation. The solution was to build the teacherage near a farm, or better still, erect a movable residence which could be shifted to a spot of the teacher's own choice. Inspector McLean had this to say in 1917:

. . . The number of teachers' houses is steadily increasing and where there is a farm house near at hand or where the house is to be occupied by a married teacher, they are an advantage. 20

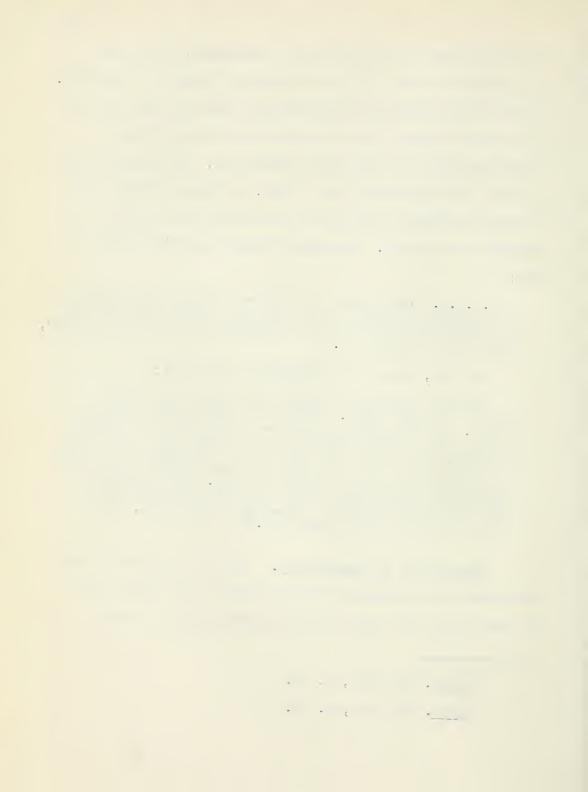
In 1918, Inspector Thibaudeau noted that:

Several teacher's movable residences were built during the past year. They were placed near a farm house. In this way the teacher avoids the loneliness consequent on the residence being placed on the school grounds, and yet she has the comfort of being free from interruption in the evenings to prepare her school work and keep up her professional reading. Of the three stationary teacherages which were in the inspectorate only one is now used as a teacher's residence, the others having been disposed of .21

Opposition to teacherages. The first opposition was expressed by an inspector who saw many of the teacherages for what they were, mere shacks lacking appeal to most

^{20&}lt;u>Ibid</u>. for 1917, p. 81.

²¹<u>Ibid</u>. for 1918, p. 38.



teachers.

Residences, or rather small shacks on the school ground, are not and never will be a satisfactory solution (to the problem of lack of accommodation) for the very obvious reason that few teachers will consent to reside in them. 22

Departmental plans did not always meet with wholehearted approval and in many instances were not followed,
for although such a course meant forfeiting the grant,
districts were not prepared to meet the requirements of the
grant regulation, preferring to build less elaborately and
more cheaply on their own. In 1921, and again in 1924,
expressions of dissatisfaction with departmental plans were
made:

The project of building teachers' residences according to the Departmental plan has not met with much success. It seems to be the idea that the scheme is too elaborate and expensive for the use that will be made of the residence since many teachers prefer to board.²³

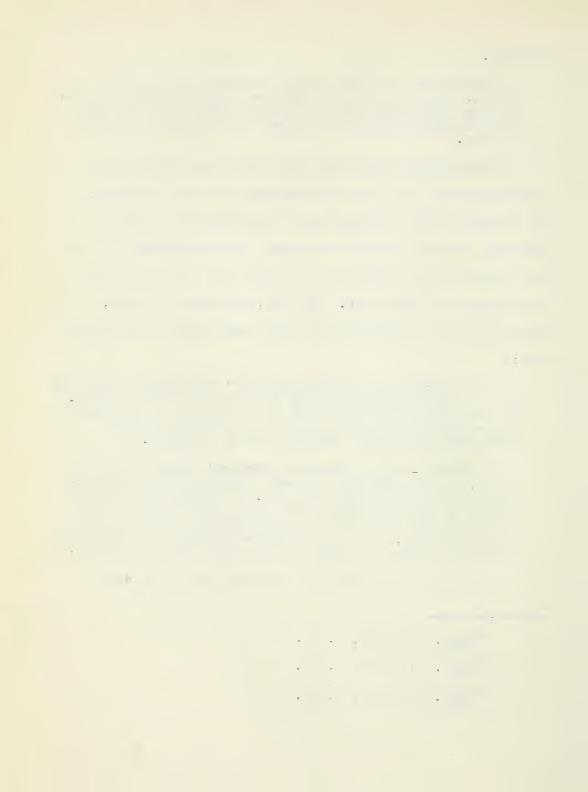
In twenty-three districts teachers' houses have been built, but in only two of these had the former requirements for a grant been met with. It seems that the old policy of the five acres of land and the thousand dollar house did not meet with the ideas of the people in this housing scheme, and they preferred building according to their own views and doing without the Government grant. 24

In a very few instances teachers registered dis-

²²<u>Ibid</u>. for 1918, p. 85.

²³<u>Ibid</u>. for 1921, p. 67.

²⁴<u>Ibid</u>. for 1924, p. 70.



approval of the teacherages and indicated that they preferred to board:

With a very few exceptions teachers have expressed themselves as being comfortably located in their boarding places; where the reverse has been the case there has been some difficulty in keeping teachers for any length of time. But conditions appear to be improving and, in one district where there has been continual trouble in this respect, a comfortable little residence has been erected.

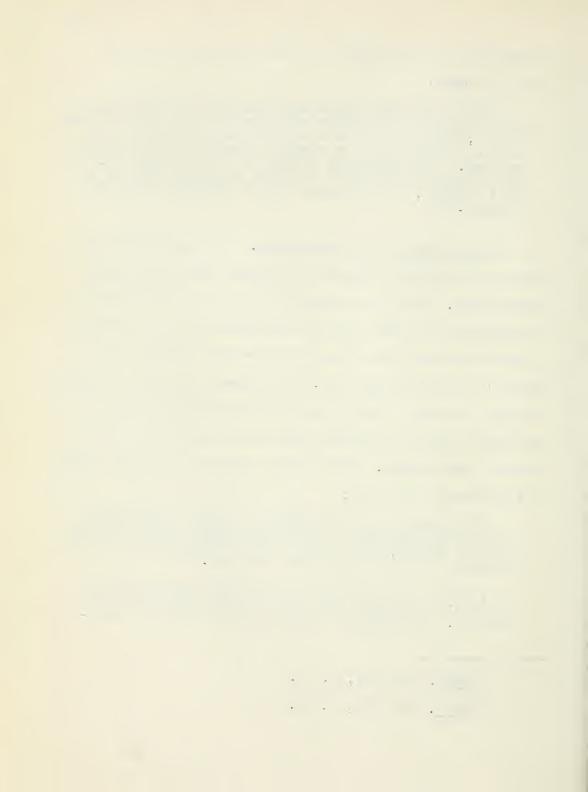
Strong support of teacherages. The majority of the remarks in the Annual Reports concerning teacherages have favored them. From the viewpoint of this investigation it is interesting to note that the officials of the Department of Education have more often advocated the provision of a teacher's residence than not. The reasons for such support are much the same in each instance—the provision of a teacherage makes the securing and retaining of a teacher's services much easier. Four typical reports have been chosen to illustrate this point:

If trustees would undertake to provide reasonably comfortable boarding quarters and would notify teachers to that effect, they would be more successful in their attempts to secure qualified teachers.

I notice that those districts that have available a teacher's residence have least difficulty in securing a teacher. In passing I might add that the most satis-

²⁵<u>Ibid</u>. for 1924, p. 68.

²⁶ Ibid. for 1911, p. 69.



factory residence seems to be one of the portable type, such as is found in the Crowfoot S. D. #2393. The house may be moved about the district to suit the convenience of the teacher, after boarding accommodation has been secured. 27

The teacher's house is beginning to receive attention. It is noted that a good teacher can be retained only at places where a comfortable, well-furnished teacher's house is provided. A couple of cases may be cited:

The Wostok School District has provided a comfortable three-roomed teacher's house. This district has been able to retain the services of good teachers for a number of years in succession . . . The Shandro School District has been able to retain the services of an efficient and well qualified teacher for six successive years. 20

Inspectors appreciate the value of the advanced and enlightened legislation which sets out the policy of the department relative to the inducement to school districts to provide teachers' homes. This policy is fortunately finding strong support in the growing conviction on the part of the great body of ratepayers that consistent progress in the schools depends very largely upon the retention of the services of a good teacher from year to year.²⁹

Engaging a teacher. There were three other problems noted by department officials in respect to securing a teacher. The first was that of securing a man teacher, usually married, as such a teacher would likely remain longer in one locality, if the available housing was attractive.

Mr. J. A. Fife, writing for the Annual Report of 1918, said:

²⁷<u>Ibid</u>. for 1917, p. 121.

²⁸<u>Ibid</u>. for 1917, p. 101.

²⁹<u>Ibid</u>. for 1919, p. 50.

ĸ • . . . e e , , , • • • 8

The building of comfortable teacher's homes on the school grounds and the payment of salaries sufficient to induce good men to make teaching their life work would, I believe, do a great deal towards retaining the services of desirable teachers in rural communities. 30

Mr. X. P. Crispo verified Mr. Fife's supposition when he wrote in 1919:

The Champlain S. D. #1776 was the first in this inspectorate to take advantage of the generous teachers' home grant, offered by the department, and as a result has at present a cottage for its teacher built at a cost of thirteen hundred dollars. In consequence this district has been able to secure the services of a married teacher, and has solved the problem of frequent change of teachers, which has so retarded its pupils.31

Inspector Gaunt of Athabasca came to the same conclusion regarding married teachers and tenure:

The problem of a teacher's residence is a pressing one in most rural localities and the lack of a suitable boarding place will account in many instances for the continual change of teachers. One solution is the resident married teacher of whom there are ten in this inspectorate all doing good work . . . Teachers' residences are also a distinct aid in securing permanency but the most effective thing is the growing realization that consistent progress is only made by retaining a good teacher year after year.³²

The second problem which faced departmental officials who were concerned with obtaining teachers to staff the schools was the dissatisfaction shown by teachers with certain boarding houses. The unsuitability of boarding

^{30&}lt;u>Ibid</u>. for 1918, p. 40.

^{31&}lt;u>Ibid</u>. for 1919, p. 61.

^{32&}lt;u>Ibid</u>. for 1919, p. 61.

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places was frequently advertised by outgoing teachers, and therefore the schools proved difficult to staff. The problem was voiced by several inspectors:

In many instances I observed a change of teachers during the year . . . the cause can very frequently be traced to difficulties encountered, and the impossibility of securing comfortable and conveniently located boarding places, not too far distant from school. The question of securing suitable abode for the teachers has not, as yet, been seriously considered by the majority of school boards, and until some definite effort is made to overcome this difficulty, the question of extended service, on the part of teachers in a district, will remain a serious one. There are a few districts in which teachers' houses have been provided, and in certain cases advantage taken of them, but the remoteness of the school, in certain districts, from an established home acts as a barrier. 33

Reference is again made to the departmental help that was made available to school districts wishing to build a teacher's home:

One encouraging feature is the new departmental regulation offering assistance to school boards that wish to construct a good type of teacher's residence in connection with their school. This will meet the difficulty of unsuitable and inconvenient boarding places which is often the reason that no certificated teacher can be induced to teach in the district. 34

There was a third influence tending to persuade boards to build teacherages besides the wish for less frequent changes in the teaching personnel. It was the hope that with attractive housing, teachers could be encouraged

^{33&}lt;u>Ibid</u>. for 1918, p. 68.

^{34&}lt;u>Ibid</u>. for 1919, p. 59.

to stay for a longer period of the year than they had and thus enable a district to lengthen the school year.

Inspector Gray holds out this hope when he says:

They (the trustees) must be brought to see that in the long run it will be economical to erect a warm stable, . . . to build a teacher's home where the need for one is plain, and to operate school from September to June.

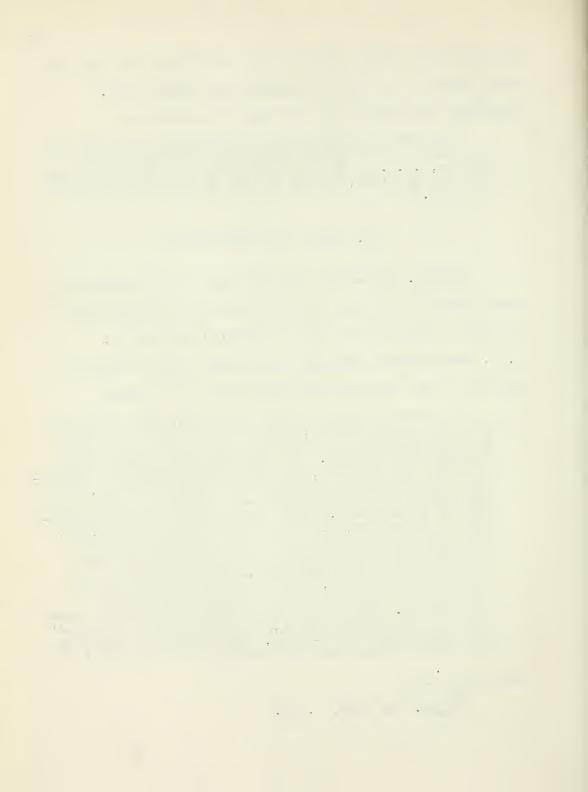
II. GRANTS FOR TEACHERAGES

Grants. Reference has been made in the quotations given thus far to grants by the Department of Education to aid in the construction of teachers' residences.

J. T. Ross, Deputy Minister in 1919 has left a complete account of the purpose and conditions of this grant:

In older and more wealthy districts, the farmer may have the accommodation, but is rarely able to secure the necessary help in the home which would enable him to board the teacher. For the purpose of overcoming this serious obstacle, and assisting trustees in retaining the services of teachers for a longer period, the government has provided that each district that erects a teacher's residence, from plans prepared by the Department of Education, at a cost of not less than \$1,000, and provides approved furnishings and maintains the residence and furnishings and five acres of ground appurtenant to such residence, satisfactorily to an Inspector of Schools, shall receive a grant equal to one-third of the total cost of such residence and furnishings. Many boards of trustees have taken advantage of this liberal grant, and are building teachers! homes near the school-house, and a number of teachers with families have made application for the position of

^{35&}lt;u>Ibid</u>. for 1919, p. 54.



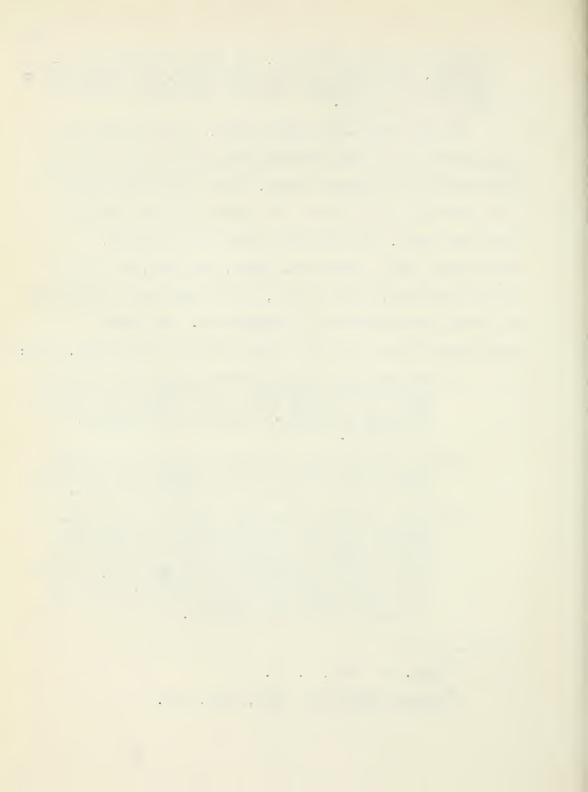
teacher in these districts. If such teachers are appointed, there will be more permanence, and continuity in the work of the school, and more substantial progress made by the pupils.36

It was twenty-five years later, in 1944, that the legislature again made provision for grants to aid in the construction of teachers' homes. Once again many boards took advantage of the offer of a grant and many teacherages were built. The evidence shows up in Table I, Teacherages Built, Purchased, Moved, and Sold, in Alberta School Districts, 1926 to 1953, as the increase in 1944 over any other years reported is substantial. The exact provisions of the grant are quoted from the Grants Act, 1944:37

- (1) The Minister may authorize payment of a special grant to the board of a rural district or to the board of a school division to enable such board to erect a teacher's residence or teachers' residences.
- (2) The Minister may authorize payment of a special grant to any board to assist such board to erect any building to be used for school purposes.
- (3) Every teacher's residence referred to in subsection (1) and every building to be used for school purposes referred to in subsection (2) hereof shall be erected according to plans and specifications approved by the Minister, and the board shall contribute such portion, being not less than twenty per cent, of the cost, as may be determined by the Minister.

^{36&}lt;u>Ibid</u>. for 1919, p. 11.

³⁷School Grants Act, 1944, Sect. 27a.



"In 1945 the Legislature did not renew the appropriation and the assistance was discontinued and has not been used since." 38

³⁸A. Bredo, Administrative Accountant, Department of Education, letter, February 6, 1957, Appendix E.



TABLE I

TEACHERAGES BUILT, PURCHASED, MOVED, AND SOLD IN ALBERTA SCHOOL DISTRICTS, 1926 to 1953

| Year | Number built | Description | Value | Number purchased | Number moved | Number sold |
|--------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------|----------------------|-----------------|-------------------------|
| 1926 1927 1928 1929 1930 1931 1932 1933 1934 1935 1936 1937 1939 1940 | 1 3 3 6 1 4 1 6 5 2 3 12 11 10 16 21 47 38 | Department plans Special plans Department plans Special plans Department plans Special plans Residences and bar """" """" """" """" """" """ """ """ | \$ 800 3238 1800 4664 500 3966 1000 6084 2337 514 2125 | | | |
| 1942 1943 1944 1945 1946 1947 1948 | 40 38 106 87 98 97 76 | Teacherages "" Teacherages comple 5 one-roomed 5 two-roomed 9 three-roomed 19 four-roomed 7 five-roomed 1 eight-roomed | t ed | 16 27 14 41 | 2 | 6 |
| 1950 1951 1952 1953 | | | | | 10 19 10 | 6 3 7 35 23 |

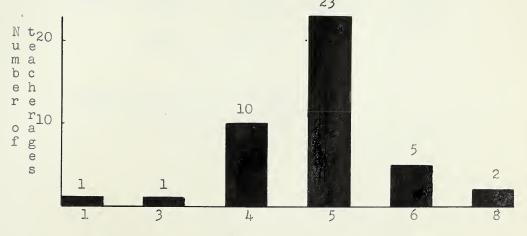


CHAPTER III

ADMINISTRATIVE STAFF TEACHERAGES IN EIGHT ALBERTA DIVISIONS AND COUNTIES

With the help of the secretaries of the school divisions and counties contacted in this study, the writer completed a survey of the teacherages provided the administrative staffs of the centralized schools in their territories. A summary of this survey is found in Appendix C. The information has been included in six Figures, numbered 3 to 8.

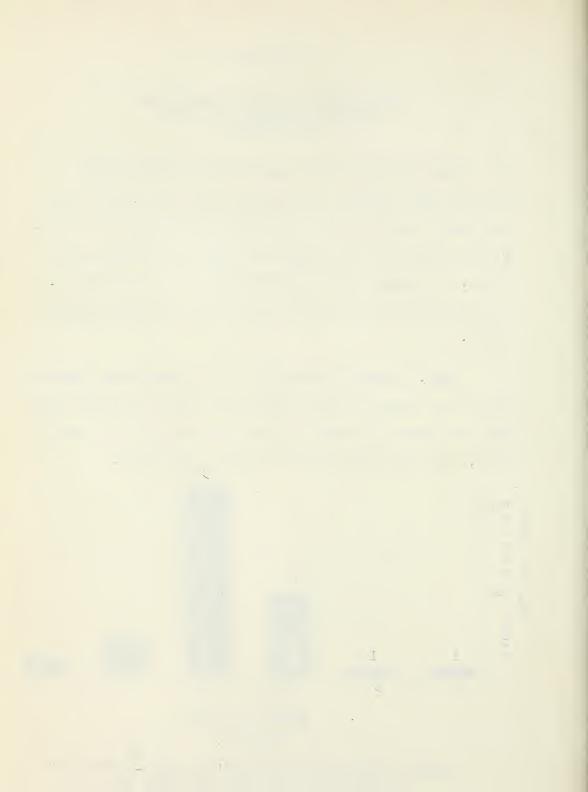
Size. Figure 3 classifies these teacherages according to the number of rooms contained in each one, and shows that the number of rooms per teacherage varies from one to eight, with the large majority having five rooms.



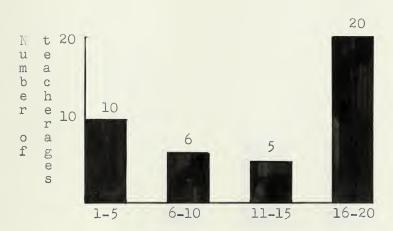
wumber of rooms

FIGURE 3

CLASSIFICATION OF PRINCIPALS' AND VICE-PRINCIPALS'
TEACHERAGES IN 1957 ACCORDING TO
NUMBER OF ROOMS



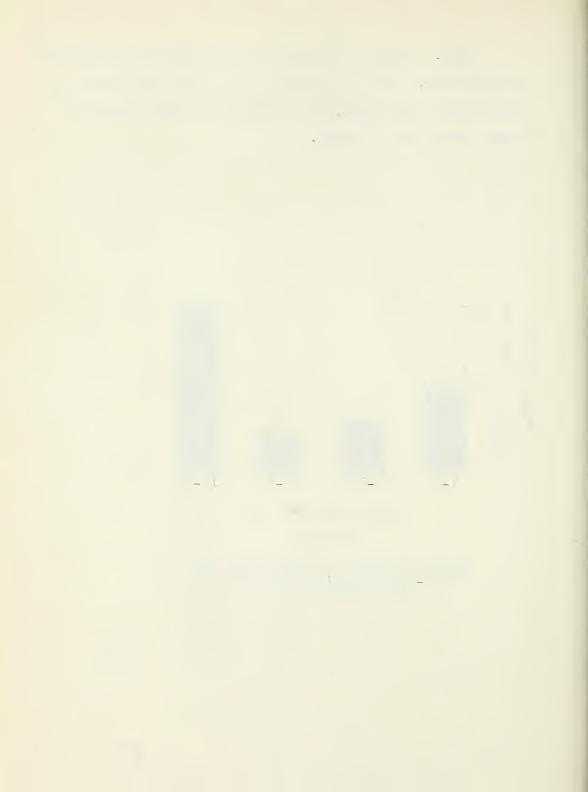
Age. Figure 4 classifies these teacherages according to their age. While a quarter of them have been completed in the last five years, the majority are from sixteen to twenty years old or older.



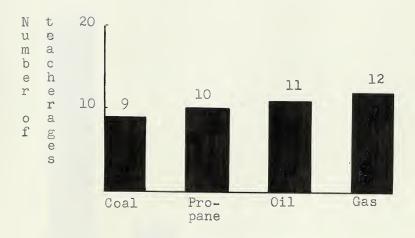
Number of years old

FIGURE 4

CLASSIFICATION OF PRINCIPALS' AND VICE-PRINCIPALS' TEACHERAGES IN 1957 ACCORDING TO AGE



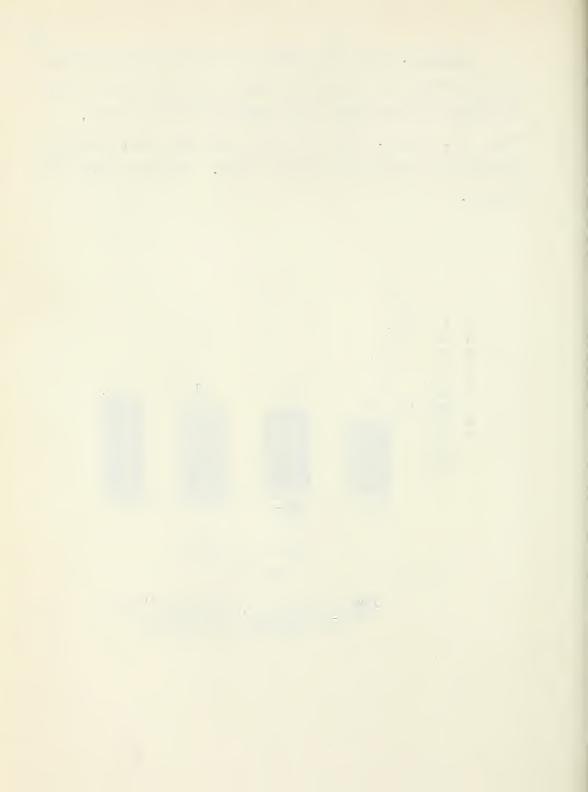
Heating. When the method of heating the teacherages was investigated, it was found that there was little or no difference in the number which were heated by propane, coal, oil, or gas. The fuel used least was coal, followed by propane, oil and gas in that order. Figure 5 shows these figures.



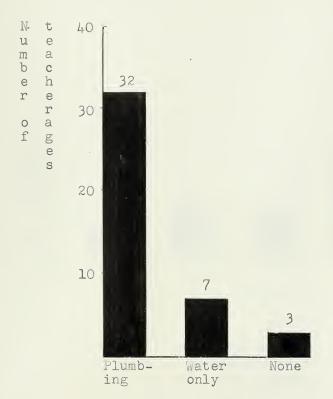
Type of heating

FIGURE 5

CLASSIFICATION OF PRINCIPALS! AND VICE-PRINCIPALS! TEACHERAGES IN 1957 ACCORDING TO HEATING



Plumbing facilities. Figure 6 reveals the information that plumbing is in use in fully seventy-five per cent of the teacherages. Water is available in about seventeen per cent more and neither running water nor sewerage is installed in seven per cent of the homes.



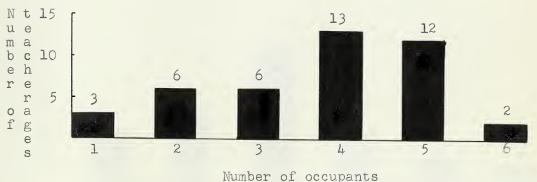
Plumbing facilities

FIGURE 6

CLASSIFICATION OF PRINCIPALS' AND VICE-PRINCIPALS' TEACHERAGES IN 1957 ACCORDING TO PLUMBING FACILITIES



Number of occupants. As Figure 7 indicates, the number of occupants in the teacherages varies from one to six, with four persons being the median number. An almost equal number of the teacherages have five persons living in them.



Mamber of occupant

FIGURE 7

CLASSIFICATION OF PRINCIPALS' AND VICE-PRINCIPALS' TEACHERAGES IN 1957 ACCORDING TO NUMBER OF OCCUPANTS I

Rental. The amount charged for a month's rent varied a great deal. Some teacherages rented for as little as ten dollars per month and two rented for over sixty-one dollars per month. Figure 8 shows that the rent most frequently charged was between thirty-one dollars and forty dollars per month, and that this was paid by the occupants of sixteen houses.

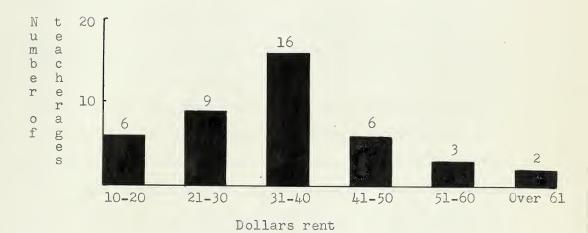
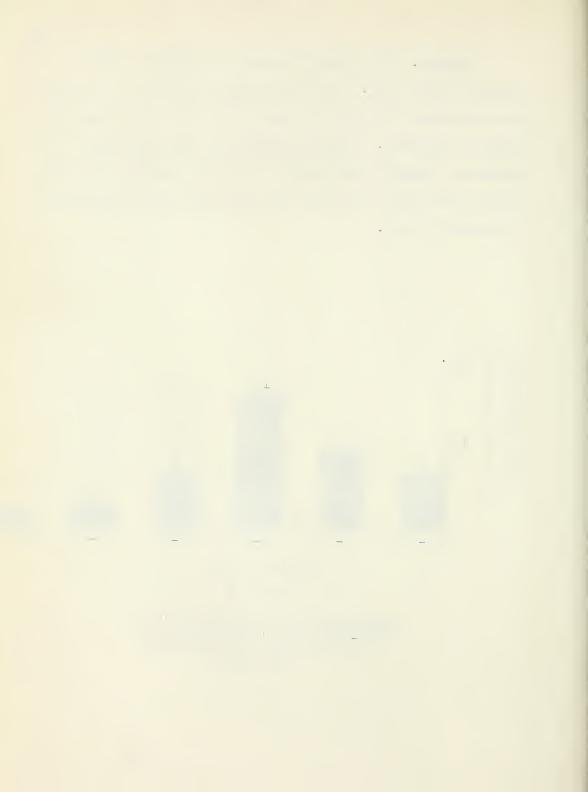


FIGURE 8

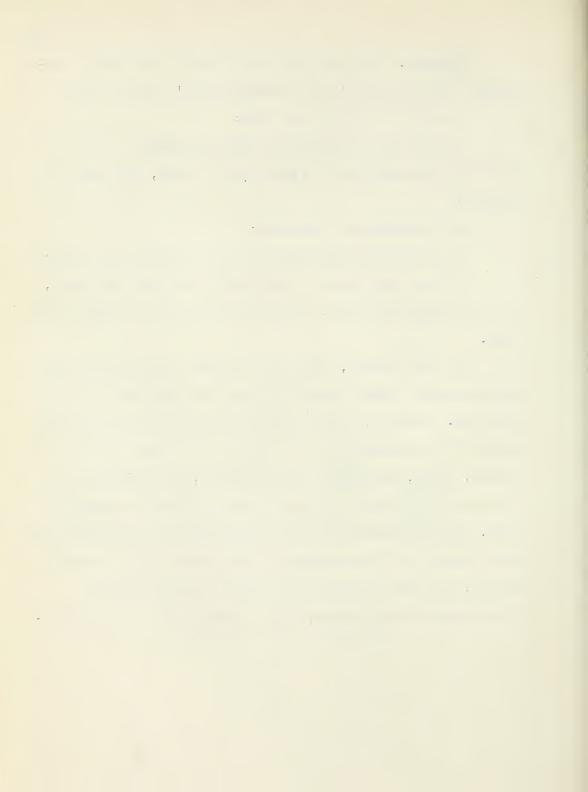
CLASSIFICATION OF PRINCIPALS' AND VICE-PRINCIPALS' TEACHERAGES IN 1957 ACCORDING TO RENT PAID PER MONTH



Summary. The following conclusions are reached concerning the principal's or vice-principal's teacherage:

- (a) it is a five room house;
- (b) its age is seventeen years or more;
- (c) the heating is by any one of coal, oil, gas, or propane;
 - (d) plumbing is installed;
 - (e) there are approximately four persons per house;
- (f) the rent paid is thirty-five dollars per month, not including utilities. Utilities are paid for above this rent.

On the surface, this type of house supplied to the administrative staff appears to provide reasonable living quarters. However, living quarters must provide more than shelter to be acceptable and comfortable places in which to reside. Size, attractiveness of layout, convenience, and finish are important factors in making a house a desirable home. The convictions of the principals and vice-principals with respect to the adequacy of the housing they presently occupy, and what they feel is needed in their present locations to retain staff, will be dealt with in Chapter V.



CHAPTER IV

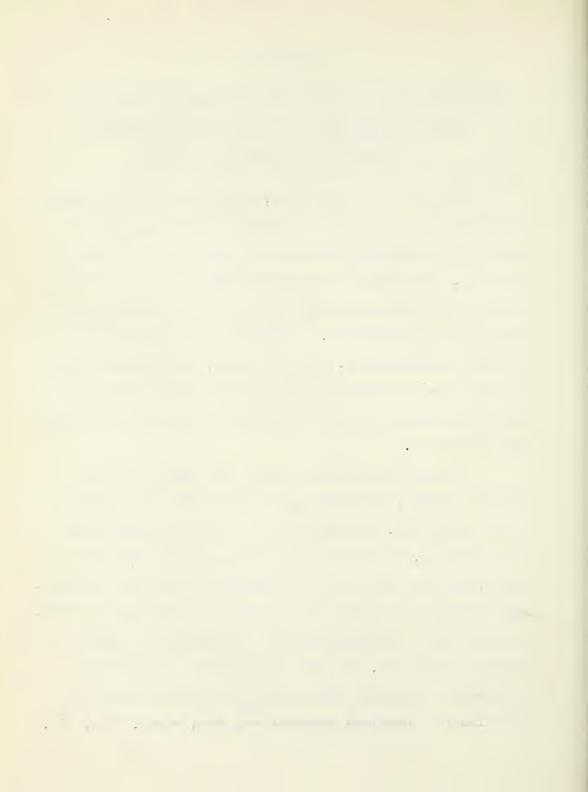
THE IMPORTANCE OF TEACHERAGES: INFORMATION AND OPINIONS

RECEIVED FROM SECRETARIES AND SUPERINTENDENTS

OF SELECTED DIVISIONS AND COUNTIES

Step three of this study, as outlined on page twelve of Chapter I consisted of a series of interviews with the secretaries and superintendents of the eight divisions and counties. The tables presented in this chapter have been compiled from data collected on a prepared questionnaire used at these interviews. A copy of the questionnaire is to be found in Appendix C. In the tables, the divisions and counties are not referred to by name or number, but have each been assigned one of the letters A to H by which they are identified.

Some of the questions which were asked required factual answers, while the remainder called for opinions of those questioned. An example of a question whose answer is factual is, "In how many instances, in the past five years, has the board felt it necessary to provide a teacherage to secure or retain the services of a principal or vice-principal for a centralization?" A statement of opinion is given in answer to, "In your professional judgment have teacherages attracted administrative personnel to certain positions?" Questions numbered one, two, three, four, six,

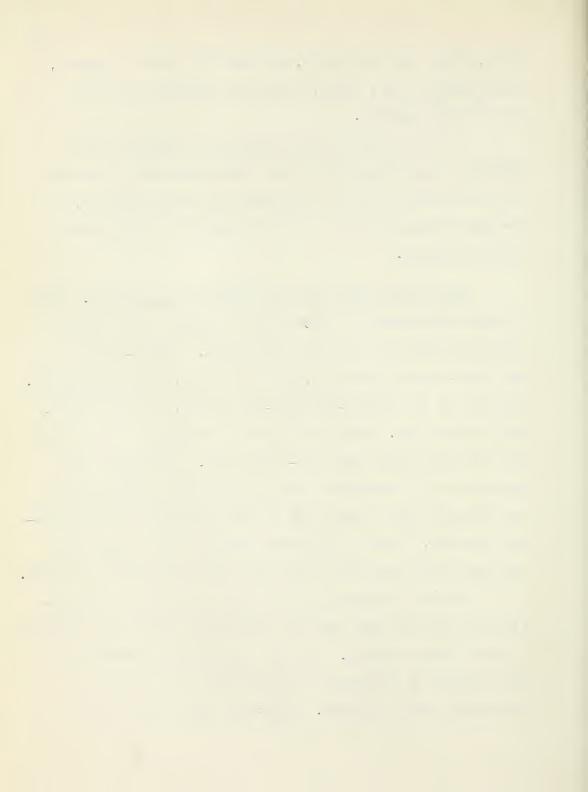


seven, nine, ten and twelve, all call for factual answers, while numbers five, eight, eleven and thirteen call for opinionative answers.

As the purpose of this study is to determine how effective teacherages are in the recruitment and retention of administrative staff in schools of a specified size, frequent reference will be made to evidence which points to this purpose.

Supply of teacherages for administrative staff. Table II shows the current situation with respect to the supply of teacherages for administrative staff. Twenty-eight of the forty-seven principals, or 60 per cent, have teacherages. Fourteen of the thirty-six vice-principals, or 39 per cent, have teacherages. This is an overall average of 50 per cent for both principals and vice-principals. This means that teacherages for administrative staff are very common as, on the average, one in every two of such personnel has a teacherage supplied. Further inquiries revealed that 33 per cent own their own homes and 17 per cent rent from private parties.

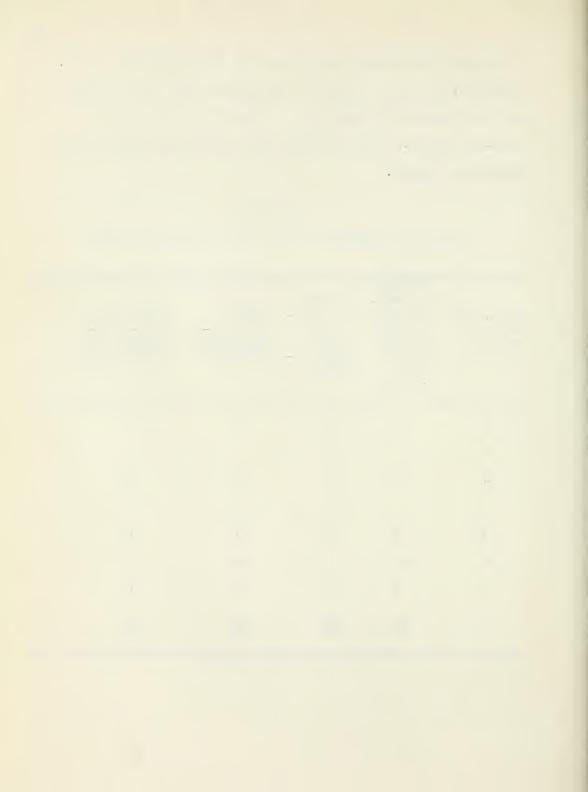
With the increase in the number and size of centralizations has come the need for additional housing for teachers
to staff these schools. In many cases adequate staff could
not be hired or retained in certain localities until
teacherages were provided. Table III shows that of the



forty-two teacherages available for administrative staff, nineteen, or 45 per cent of them, were built specifically for the purpose of securing or retaining a principal or vice-principal. This building has taken place within the last three years.

TABLE II
SUPPLY OF TEACHERAGES FOR ADMINISTRATIVE STAFF

| Unit, div- ision or county | Number of cen- traliz- ations of six rooms and larger | Number of prin- cipals with teacher- ages | Number of vice- principals employed | Number of vice-prin-cipals with teacherages |
|----------------------------------|-------------------------------------------------------|-------------------------------------------|----------------------------------------------|---------------------------------------------|
| A | 6 | 4 | 4 | 2 |
| В | 3 | 2 | 2 | 2 |
| C | 6 | 5 | 4 | 2 |
| D | 5 | 3 | 6 | 2 |
| E | 2 | 1 | 3 | 1 |
| F | 12 | 7 | 10 | 2 |
| G | 7 | 2 | 4 | 1 |
| Н | <u>6</u> 47 | <u>4</u> 28 | 3 36 | 2 14 |



The building program planned is also shown in Table III. Ten new teacherages for administrative personnel are to be built this year at a total cost of \$81,000. This will be an increase of almost 25 per cent in the number of teacherages.

The following comments made by secretaries and superintendents indicate how important the building and the renovation of teacherages are considered to be:

"This division spent \$75,000 last year on teacherages--borrowing from the Department of Education on a twenty year repayment plan."

"Facilities in teacherages are improving, and county council intends to continue improving existing teacherages."

"Four new teacherages were built last year at a cost of \$7500 each. Old teacherages are no inducement."

"All teacherages were modernized fully last year at a cost of \$30,000, to keep them on a comparative level with other housing in the same districts.

Principals and vice-principals do their own decorating with materials supplied by the division."

Lack of teacherage brings refusals. Secretaries and superintendents were asked how many principals or vice-principals had refused, in the three previous years, to accept posts in schools because of a lack of a teacherage.

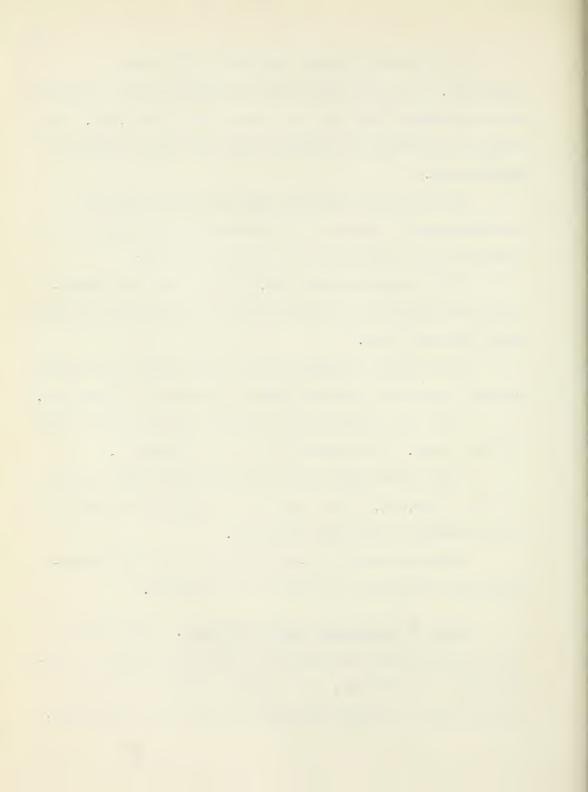


TABLE III
SHOWING NEED FOR ADDED HOUSING

| Unit, div- ision or county | Number of admin- istrative teacher- ages | Number of teacherages built spe- cially in last three years to secure or retain the services of principal or vice- principal | Number of dollars to be spent this year for teacherages for administrative personnel | Number of teacherages to be built |
|----------------------------------|------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------|-----------------------------------------|
| A | 6 | 3 | \$15,000 | 1 |
| В | 4 | 1 | 0 | 0 |
| C | 7 | 6 | 0 | 0 |
| D | 5 | 4 | 0 | 0 |
| E | 2 | 0 | 40,000 | 5 |
| F | 9 | 0 | 0 | 0 |
| G | 3 | 3 | 0 | 0 |
| Н | 6 42 | 2 19 | 26,000 81,000 | <u>4</u> 10 |

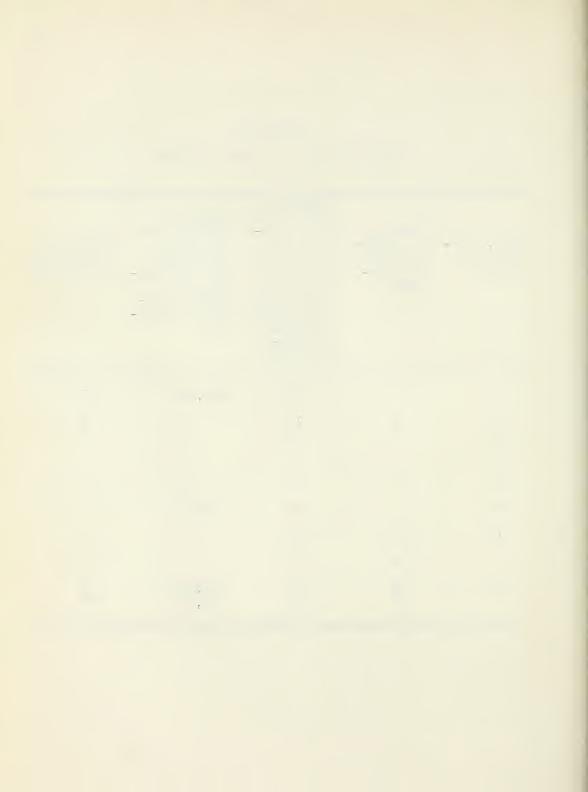
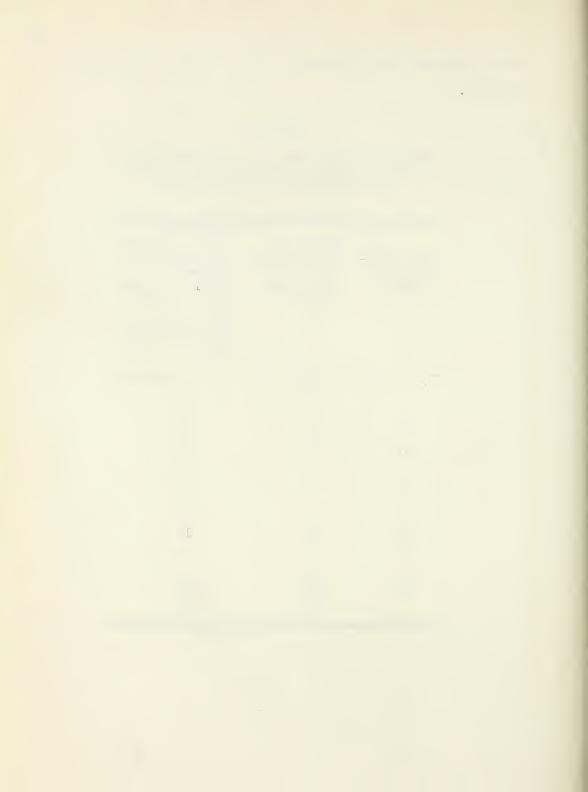


Table IV gives the information that a total of five had refused.

TABLE IV

NUMBER OF PRINCIPALS AND VICE-PRINCIPALS
WHO REFUSED A POSITION BECAUSE OF
NO TEACHERAGE ACCOMMODATION

| Unit, div- ision or county | Number of teacherages built in last three years | Number of administrative personnel who refused a proffered job because of a lack of a teacherage in the last three years | | |
|----------------------------------|-------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------|--|--|
| A | 3 | 0 | | |
| В | 1 | 0 | | |
| С | 6 | 3 | | |
| D | 4 | 0 | | |
| E | 0 | 0 | | |
| F | 0 | 1 | | |
| G | 3 | 0 | | |
| Н . | <u>2</u> 19 | <u>1</u> 5 | | |

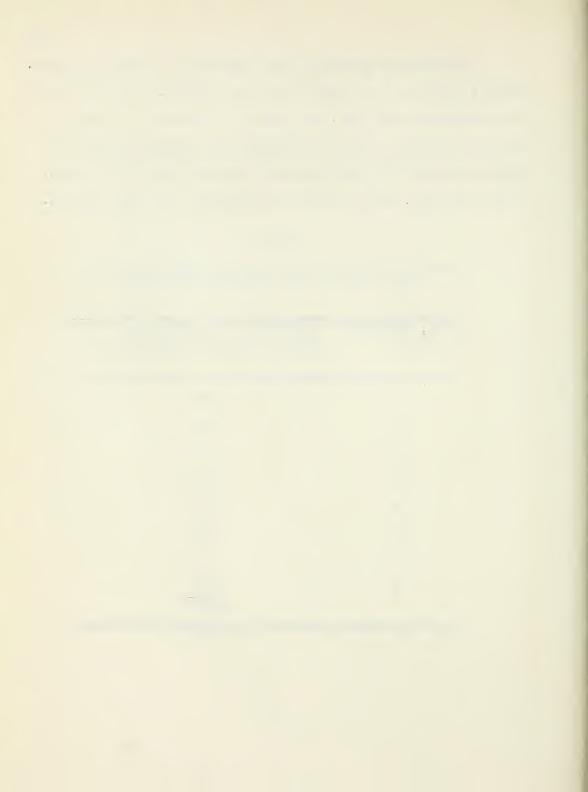


Teacherages essential for retention of administrators. Table V contains the answers to the question, "Of the number of teacherages provided, how many do you feel are essential for the retention of the principals and vice-principals in those centers?" Of the forty-two teacherages, thirty-nine, or 95 per cent, were considered necessary for this purpose.

TABLE V

NUMBER OF TEACHERAGES WHICH ARE ESSENTIAL FOR THE RETENTION OF ADMINISTRATIVE STAFF

| Unit, division or county | Proportion of teacherages needed to retain administrative staff in present positions |
|--------------------------|--------------------------------------------------------------------------------------|
| A | 6/6 |
| В | 2/4 |
| C | 7/7 |
| D | 5/5 |
| E | 2/2 |
| F | 8/9 |
| G | 3/3 |
| Н . | <u>6/6</u> 39/42 |



As is indicated in Table VI, five out of eight answered "yes" to the question, "Have teacherages attracted administrative staff to certain schools?" The implication is that in instances where positions of approximately equal attractiveness were available, an applicant had chosen the one with a teacherage in preference to one without, in a majority of cases.

TABLE VI

HAVE TEACHERAGES ATTRACTED

ADMINISTRATIVE STAFF

TO CERTAIN SCHOOLS

| Unit, division or county | Answer |
|--------------------------------|--------|
| A | Yes |
| В | Yes |
| С | No |
| D | No |
| E | Yes |
| F | No |
| G | Yes |
| Н | Yes |
| | |

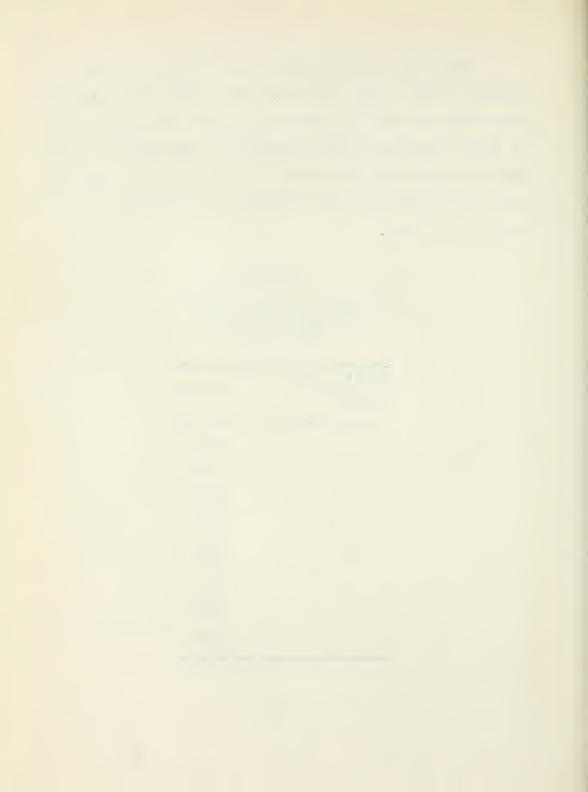
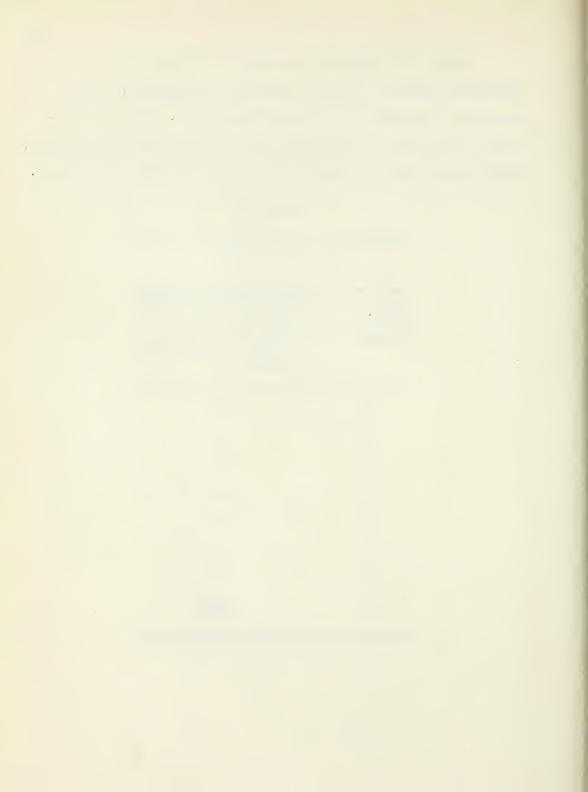


Table VII shows the proportion of total moves of personnel caused by lack of adequate teacherages, in the opinion of secretaries and superintendents. Out of forty-four changes in administrative staff in the past three years, seven moves were the result of lack of adequate teacherages.

TABLE VII
PERSONNEL CHANGES BECAUSE OF LACK
OF TEACHERAGES

| Unit, division or county | Proportion of admin- istrative staff who have moved in last three years because of lack of adequate teacherages | | |
|--------------------------|--------------------------------------------------------------------------------------------------------------------------------|--|--|
| A | 1/4 | | |
| В | 0/4 | | |
| С | 1/7 | | |
| D | 0/2 | | |
| E | 0/5 | | |
| F | 0/4 | | |
| G | 1/5 | | |
| H | <u>4/13</u> 7/44 | | |

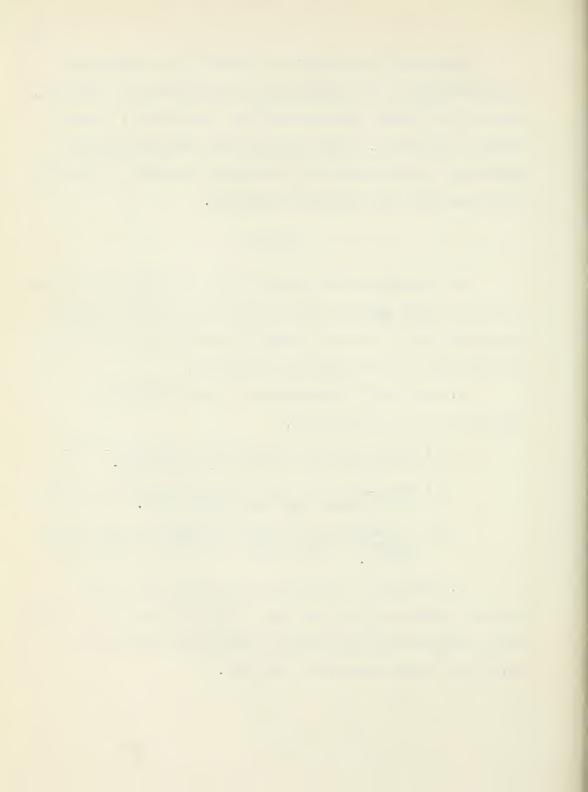


When asked to express an opinion on the importance of teacherages in the retention of administrative personnel, seven of the eight replies were "very important"; one was "fairly important". Such replies show conclusively how important the provision of a teacherage appears to officials concerned with the staffing of schools.

SUMMARY

In summarizing this chapter, the following points are listed as clear evidence that the provision of an adequate teacherage is an effective means of securing and retaining the services of administrative personnel:

- l. Building of teacherages for administrative personnel is on the increase,
 - (a) Fifty per cent of principals and vice-principals are now living in teacherages.
 - (b) Forty-five per cent of these teacherages were built within the last three years.
 - (c) A twenty-five per cent increase in the present number of teacherages is planned in the near future.
- 2. Opinions of officials responsible for hiring teachers indicate that more and better teacherages are being built because they are needed to secure and retain the services of administrative personnel.



CHAPTER V

THE IMPURTANCE OF THACHERAGES: INFORMATION AND OFINIONS

RECEIVED FROM PRINCIPALS AND VICE-PRINCIPALS IN

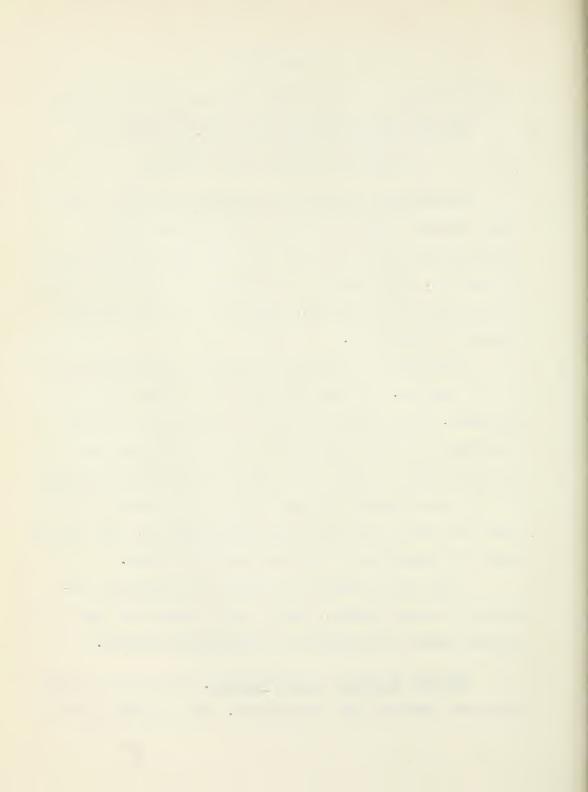
SELECTED DIVISIONS AND COUNTIES

Eighty-five principals and vice-principals in the eight selected school divisions and counties were sent questionnaires with a request that they fill in the required information. Eighty-one or 95 per cent of those questioned sent replies to the writer. A copy of the questionnaire appears in Appendix D.

Seventy-two of the questionnaires were completed by married persons. One was completed by a widower with one dependent. This makes a total of seventy-three persons classified as married with dependents, bearing out the assumption made on page one of this study that the majority of the administrative staff of centralized schools of six rooms and larger are married men with families. The average number of dependents of married persons is three.

Table VIII contains the number of persons who answered the questionnaire, their marital status and the average number of dependents of the married persons.

<u>Present housing: single persons.</u> Three of the eight unmarried teachers have teacherages. Two of these indicated



that they were adequately accommodated. Four of the Tive remaining single persons are not satisfied with their present living quarters, and three of the four believe that an adequate teacherage is needed if qualified administrative staff is to be retained in their situations. The one person who indicated satisfaction with his present living quarters believed a teacherage would be necessary if he were married.

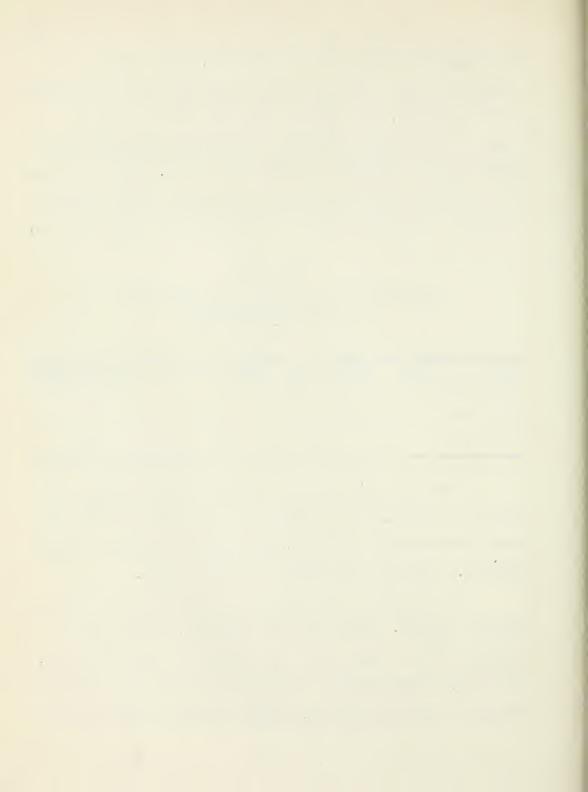
TABLE VIII

MARITAL STATUS AND NUMBER OF DEPENDENTS OF EIGHTY-ONE PRINCIPALS AND VICE-PRINCIPALS

| Number of prin- cipals and vice- principals | | | re Average number of dependents |
|---------------------------------------------------|---|----|------------------------------------|
| 81 | 8 | 73 | 3 |

From this very limited sampling of the opinions of single personnel, it is evident that the majority ($62\frac{1}{2}$ per cent) believe that adequate teacherages are needed at their schools. Table IX summarizes the above points.

An analysis of the answers to questions by married persons follows. After this is completed, several other analyses will be made using the answers to other questions. In these, no distinction will be made between the answers of single and married persons, as the purpose of this study is



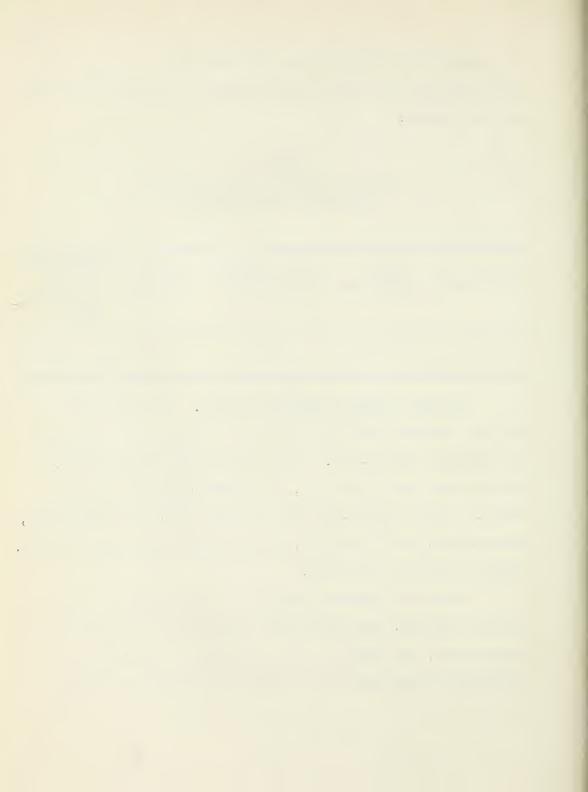
to determine the effectiveness of teacherages in attracting and retaining administrative personnel, irrespective of their marital status.

TABLE IX
HOUSING ACCOMPODATION OF EIGHT UNDARRIED ADMINISTRATORS

| Number with teacherages | Number satisfied | Number without teacherages | Number satisfied | Number who believe teacher-ages neces-sary |
|-------------------------|---------------------|----------------------------|---------------------|--------------------------------------------|
| 3 | 2 | 5 | | 5 |

Present housing: married persons. The number of married teachers with teacherages is forty-one and the number without, thirty-two. Of the number with teacherages, twenty-nine, or 71 per cent, find them adequate to their needs. Of the thirty-two teachers who are not in teacherages, twenty-five, or 78 per cent, are satisfied with their housing. Table X contains this data.

Where the teachers registered dissatisfaction with present housing, the indications were that of the twelve in teacherages, ten believed that an adequate teacherage is necessary if qualified staff is to be retained in those



locations; of the seven not in teacherages, four believed that a good teacherage is needed. In each instance, the majority believed that teacherages are necessary. This information is given in Table XI.

TABLE X
HOUSING ACCOMMODATION OF SEVENTYTHREE MARRIED ADMINISTRATORS

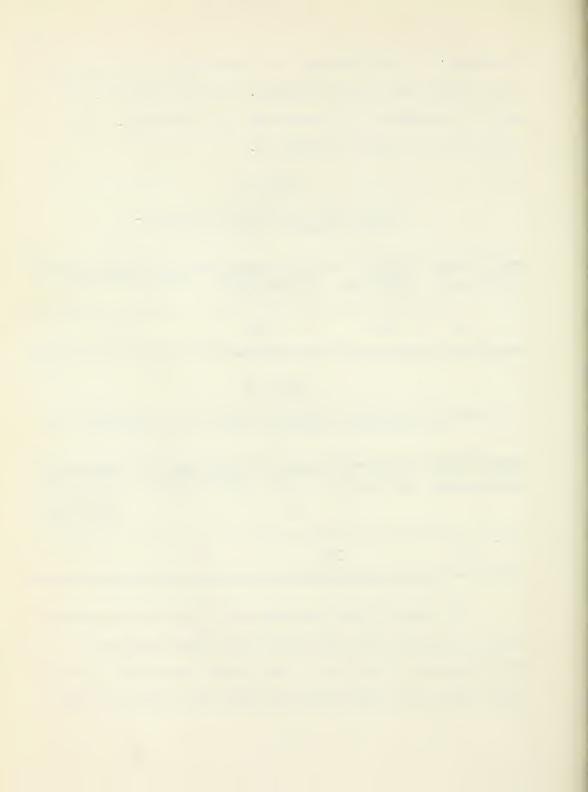
| Number with teacherages | Number satisfied | Number without teacherages | Number | satisfied |
|-------------------------|---------------------|----------------------------|--------|-----------|
| 41 | 29 | 32 | | 25 |

TABLE XI

BELIEFS OF NINETEEN DISSATISFIED MARRIED ADMINISTRATORS WITH RESPECT TO NEED FOR ADEQUATE TEACHERAGES

| Number with teacherages | Number who believe teacherages needed | Number without teacherages | Number who believe teacherages necessary |
|-------------------------|---------------------------------------|-------------------------------|---------------------------------------------------|
| 12 | 10 | 7 | 4 |

The reports from the nineteen dissatisfied teachers appear to warrant the conclusion that unless adequate teacherages are provided in these areas there will be frequent changes in administrative staff with resulting loss



of efficiency in the schools. A few comments from the questionnaires amplify this point:

" . . . shabby, unpainted teacherages show clearly to the pupils how much thought is given to the comfort of people in this work . . . "

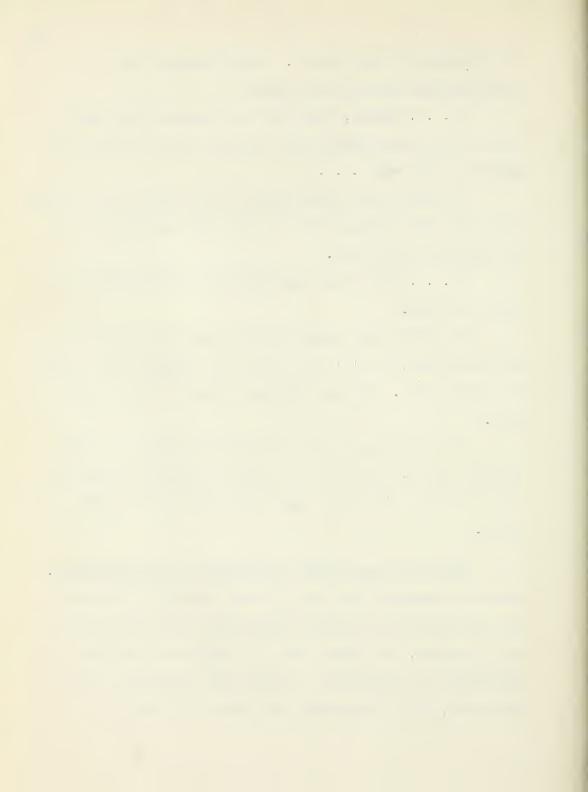
"In most cases teacherages are too small for a family, hence are only adequate for a couple just starting out in the teaching profession."

" . . . it is cold and costs over thirty dollars a month for fuel."

"I picked this school rather than 'A' because of the teacherage, yet 'A' has a hard top highway right to 'B' (a nearby city). We have fourteen miles of rough gravel road."

"I am leaving to go to California because of this specific issue. If I have to purchase a home in order to live decently, I'll do so where the home has a re-sale value."

Suitable teacherages: importance in job acceptance. Questions numbered five and six were intended to discover the importance of a suitable teacherage in the acceptance of a position. In number five the teacher was to list the provision of a teacherage as being very important, fairly important, or not important as a factor in choice of



location. Fifty-four answered "very important", nineteen answered "fairly important", and eight answered "not important". Again, the provision of an adequate teacherage is seen to rank very high in importance when the locale of a job is being considered.

order of importance of five factors influencing his choice of a job. Salary received the largest number of choices, fifty-three; then came challenge of the job with fourteen first choices, school plant with six, and sociability of the district and teacherage with four each.

Calculations of the per cent of votes cast shows that 97 per cent of the teachers placed salary first, second or third in importance; 74 per cent placed a suitable teacherage first, second, or third; 46 per cent placed school plant first, second, or third; 45 per cent placed challenge of the job in this order; and 36 per cent listed sociability of the district as their first, second, or third choice. From these figures it is evident that a suitable teacherage is second in importance only to salary when a new job is contemplated. Table XII records the number of votes cast for each factor influencing job acceptance.

The answers to question eight are significant in that they show that thirty-persons, or 37 per cent, have at some time refused to accept a proffered position because accom-



modation was not available. This finding further confirms the conclusion that a suitable teacherage is an effective factor in attracting and retaining administrative staff.

TABLE XII

RANK ORDER OF IMPORTANCE OF FIVE FACTORS
IN JOB ACCEPTANCE TO EIGHTY—
ONE ADMINISTRATORS

| Factor | Number one | Number two | Number three | Number four | Number five |
|-----------------------------|---------------|---------------|-----------------|----------------|----------------|
| Salary | 53 | 20 | 6 | 1 | 1 |
| School plant | 6 | 10 | 21 | 27 | 16 |
| Challenge of the job | 14 | 6 | 16 | 22 | 22 |
| Sociability of the district | 4 | 9 | 17 | 15 | 35 |
| Suitable teacherage | 4 | 36 | 20 | 15 | 6 |



CHAPTER VI

SURVEY, CONCLUSIONS AND RECOMMEND TIONS

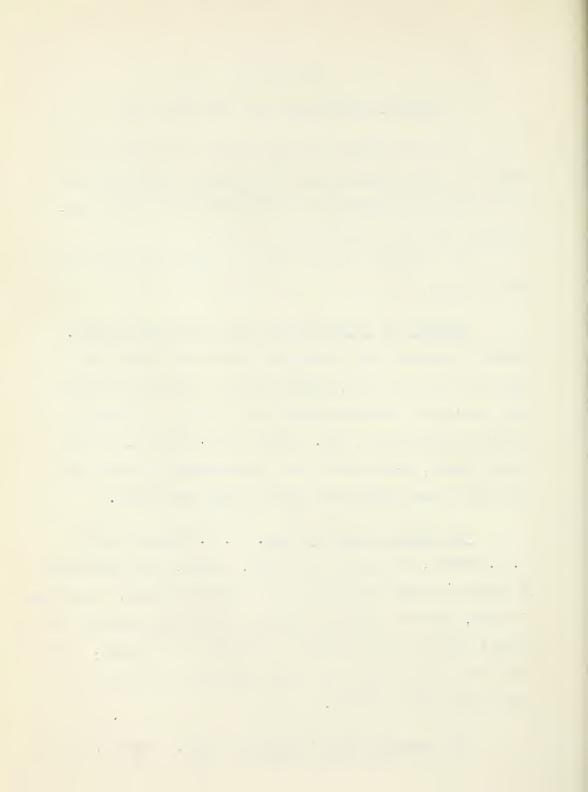
It is the ourpose of this thesis to discover the extent to which teacherages are important factors in the recruitment and retention of administrative staff in centralized schools of six rooms and more.

The findings of this study are presented under six subheadings:

Members attending the Principals' Leadership Course in Edmonton in July, 1956, were queried to determine whether the problem of adequate housing was a factor influencing their acceptance of a job. Their replies showed, as one might expect, salary was first; nevertheless, housing was the second most important factor in job acceptance.

The Jonason study of 1940. J. C. Jonason in his M. A. Thesis, "A Survey of Grounds, Plants, and Teacherages in Eighty Schools in Central and Northern Alberta," completed in 1940, pointed out that the ratio of married teachers to single ones was one to eight in the area he surveyed. This low ratio was ascribed by him to the lack of adequate teacherages for a family.

The superintendents' survey of 1954. In 1954, Alberta

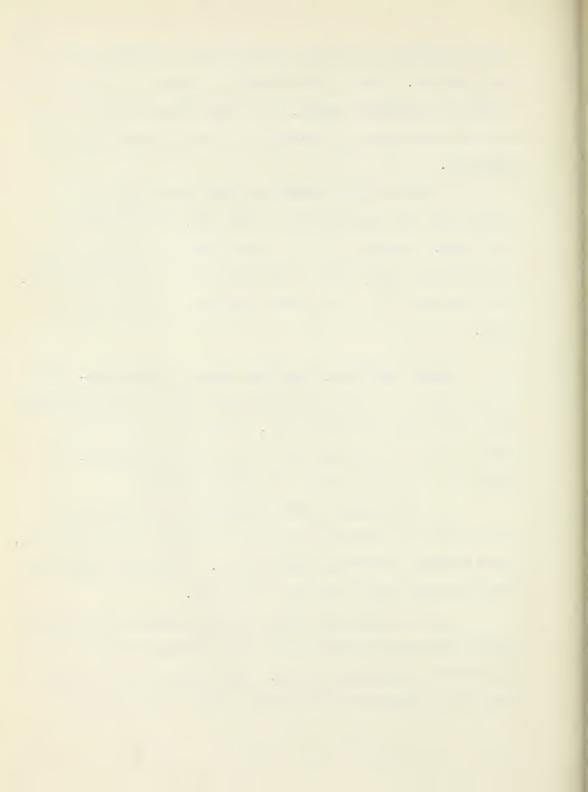


superintendents of schools made a survey of teacherages in the province. Their findings were in general agreement with Jonason's findings; namely, that small teacherages and lack of facilities made it difficult to retain married men with families.

A further fact revealed by the superintendents' survey was that teacherages in 1954 had, on the average, two rooms. According to the superintendents' descriptions of buildings, only about 40 per cent were in good condition. The remaining 60 per cent were described as being fair or poor.

Annual Reports of the Department of Education. The Annual Reports of the Department from 1906 to 1953 contained many references to teacherages. From these references a short history of teacherages in Alberta was prepared. A summary of the main points discovered follows:

- (a) Teacherages were considered by the provincial inspectors as a necessity in the early years of the province, particularly in "foreign settlements." The main reason was that boarding places were not available.
- (b) In prosperous times teachers often had difficulty finding boarding places because many farmers did not wish to be bothered providing lodging. Good returns from farming made it unnecessary to supplement income by boarding the

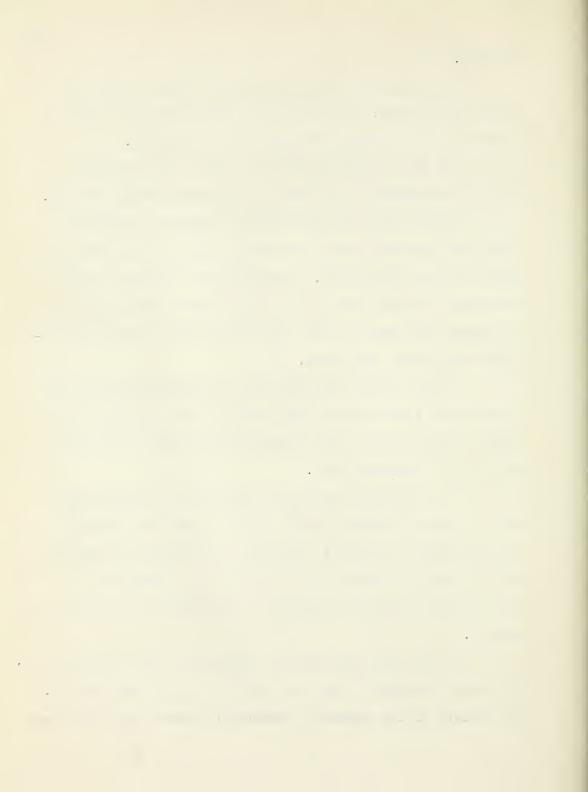


teacher.

- (c) Inspectors frequently urged school boards to erect teacherages, thus ensuring a more permanent staff in the schools and greater progress for the pupils.
- (d) Where teacherages were erected and improved, inspectors reported that schools were more easily staffed.
- (e) In 1919 the Department of Education provided funds and approved plans for teacherages, in an attempt to raise building standards. Although many districts took advantage of this offer, there were others that preferred to forego the grant so that they could build cheaper buildings using their own plans.
- (f) In a very few instances it was mentioned in the inspectors' reports that some teachers had indicated that they did not wish to use a teacherage as they preferred boarding to keeping house.
- (g) Inspectors urged the provision of teacherages in an effort to obtain married men to staff the schools and to enable the school districts to lengthen the school year by making housing close to the school available to the teacher so that he would stay throughout the winter months.

In 1944 the Department of Education made available to school districts funds with which to build teacherages.

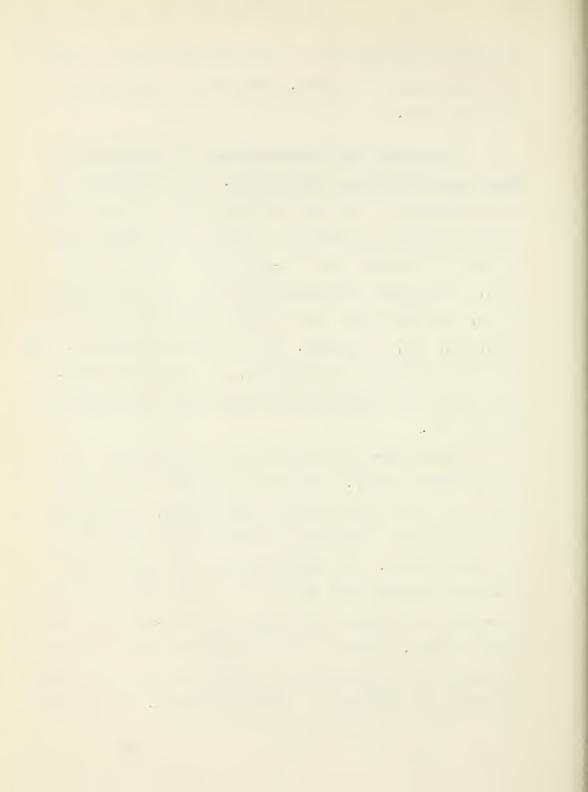
The record of the number of teachers' houses built that year



and for the next year or two indicates that many districts took advantage of the offer. The grant was discontinued after one year.

Information from superintendents and secretaries of eight school divisions and counties. The secretaries and superintendents of the eight selected divisions and counties aided the writer in preparing a survey of the teacherages in use by principals and vice-principals at the present time. The typical teacherage appears to be a five-roomed house, seventeen years old or older, heated by any one of coal, oil, gas, or propane. It has plumbing installed. The house is occupied by four persons, and rents for thirty-five dollars per month with utilities paid for in addition to the rent.

Teacherages are available for 50 per cent of the administrative staff. Forty-five per cent of the houses have been built within the last three years, specifically for the purpose of securing or retaining the services of an administrator. The superintendents and secretaries questioned believe that 95 per cent of the teacherages are necessary to retain the principals and vice-principals in their centers. Another conclusion is that in the majority of instances the teacherages provided have been instrumental in attracting personnel to certain positions. It was found



that 16 per cent of the moves of administrators in the last three years is attributed to a lack of adequate teacherages in their districts. Seven out of the eight superintendents questioned feel that teacherages are very important in the retention of administrative personnel.

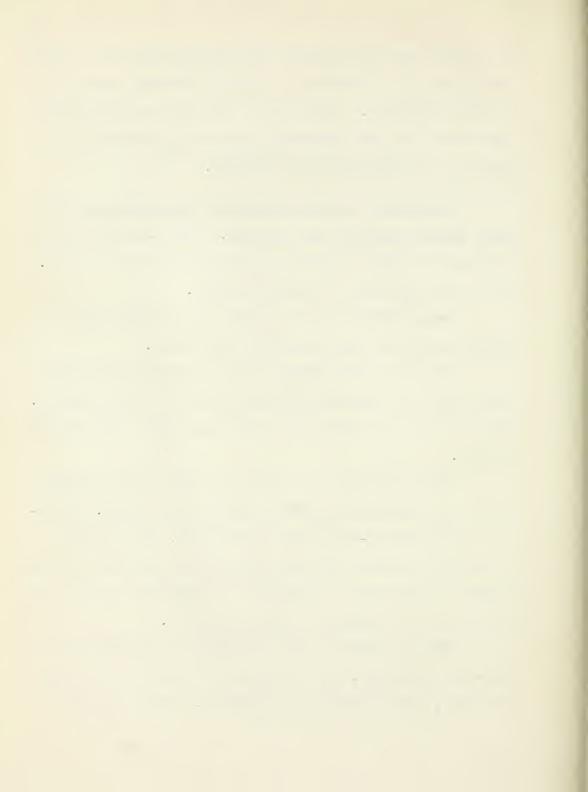
Information from principals and vice-principals of eight school divisions and counties. Eighty-one principals and vice-principals answered a questionnaire sent to them. This was 95 per cent of those solicited.

Seventy-three of these people were married and the average number of their dependents was three.

Five out of the eight single persons believed that teacherages are necessary to retain staff at their schools. Only three of the eight have teacherages where they are now located.

Between seventy and eighty per cent of the married persons are presently satisfied with their housing. Fortyone of the seventy-three have teacherages. The majority of married personnel who are dissatisfied with their present housing believe that a teacherage is necessary if qualified staff is to be retained in those locations.

When the factors which influence the acceptance of a job were considered, the provision of a teacherage ranked very high, being second only to salary. Thirty of the



persons questioned have on at least one occasion refused a proffered job because of the lack of an adequate teacherage.

In general, the evidence gathered by this study seems to warrant the conclusion that the provision of a teacherage, adequate for accommodating a family, is a significant factor in attracting and retaining administrative personnel in centralized schools.

Recommendations. As a result of the findings of this study, the writer wishes to make two recommendations. The first recommendation is directed to school authorities and the second is for students who are seeking topics for investigation in the field of educational research.

Local school authorities are advised to assess the adequacy of present housing for administrative staff in centralized school communities. Where this housing is found to be inadequate, the authorities should plan a short term building program to remedy the deficiencies discovered.

To the student undertaking research in the field of teachers' housing it is suggested that there is a need to study the quantity and quality of housing which is available for teaching staffs, other than principals and vice-principals, in centralized schools.

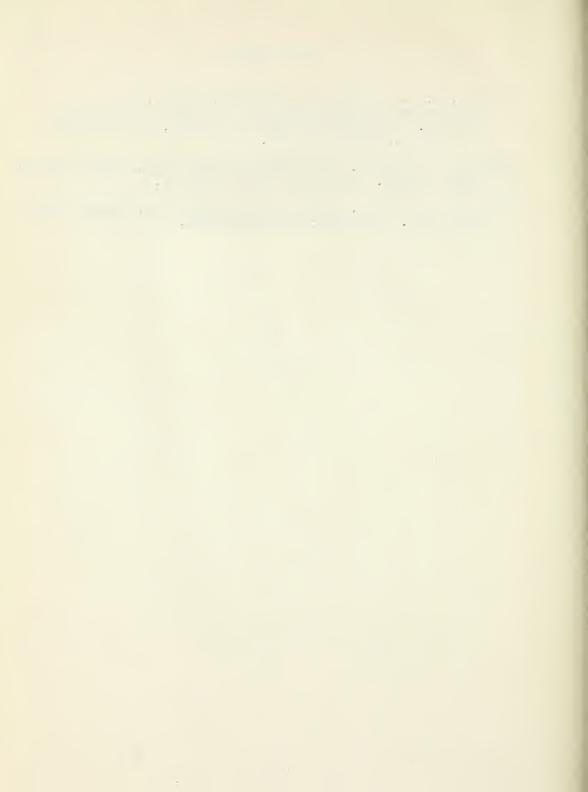
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BIBLIOGRAPHY

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APPENDIX



Rank

APPENDIX A

TUESTIONNAIRE TO MEMBERS OF PRI CIPALS' LEADERSHIP COURSE, EDMONTON, JULY, 1956

To: Practising or prospective principals or vice-principals of centralized schools in Alberta.

I am attempting to determine the relationship between your accepting a position or remaining in a position and the factors which influence your decision in the matter.

To rank the importance to you of these factors influencing your decision to accept a specific appointment, will you please indicate in order of importance what you believe are the most important considerations in making a decision?

Some suggestions are given. Please rank them in order of importance with your suggestions.

Influencing Factors

| If you have ever been offered a principalship or vice principalship and have declined to accept the appointment, please state the reason or reasons why you declined: (1) | SALARY PLANT HOUSING NEARNESS TO LARGE URBAN CENTRES ENTERTAINMENT SOCIABILITY OF THE DISTRICT |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------|
| Information is housing. Will you please complete the fol- lowing information? VAME | principalship and have declined to accept the appointment, please state the reason or reasons why you declined: |
| | Information is housing. Will you please complete the fol- lowing information? VAME |
| | |

APPENDIX B

SUMMARY OF SUPERINTEDERTS' REPORTS ON TEACHERS' LIVING ACCOMMODATION 1953-54

| Number of actively Number of Total division or county in build built teacherages ling ling | | | | | | |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------|----------------------------|----------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 7 no | division | actively interested in build- | buildings | number of | | |
| not given not given | 7 ,,52 11 13 19 23 45 60 Ki8 29 1 3 7 8 0 1 4 2 5 8 1 6 7 9 2 2 2 6 4 1 2 5 8 1 6 7 9 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 | yes yes yes yes no | 2 3 6 1 2 1 6 6 8 6 2 3 13 | 24 42 43 43 43 43 43 43 43 43 43 43 43 43 43 | 515 1 2 9 10 31910 1 3 2 2 not given 11 8 418 9 6 6 1 3 26 1 not given 1 2 14 1 1 2 14 1 1 1 2 1 1 1 2 1 1 1 2 1 1 1 2 1 1 1 2 1 1 1 2 1 1 1 2 1 1 1 2 2 1 1 1 2 2 1 1 1 2 2 1 1 1 2 2 2 1 1 1 2 2 2 2 1 1 2 2 2 1 1 2 2 2 1 1 2 2 2 1 1 2 2 1 1 2 2 2 1 1 2 2 | 48 ven 5556026 ven 54336 2 5 ven 56 ven ven 5 ven 5 ve |



APPENDIX C

SUPERINTENDENT AND SECRETARY INTERVIEW SHEET AND CHECK LIST

1. How many centralizations of six rooms or larger are there in the.....School Division/County?

2. How many principals of these centralizations have a teacherage provided?

3. How many vice-principals are there in these schools? 4. How many vice-principals have teacherages provided?

5. Of the above number of teacherages provided, how many do you feel are essential for the retention of the principals

and vice-principals in those centers?

6. In how many instances, in the past five years, has the board/committee felt it necessary to provide a teacherage to secure or retain the services of a principal or viceprincipal for a centralization?

7. If the board/committee is convinced of the need of teacherages for the administrative staffs of centralized schools, what building program do they plan over the

next 3 years?

Number of dollars to be spent.... Number of administrative teacherages to be built with this money

8. In your professional judgment have teacherages attracted administrative personnel to certain positions? Yes....No....

9. Teacherage survey: # Rooms Age Heating Plumbing Family Size Rent

10. Housing policy: Teacherages provided administrative personnel.... Gentleman's agreement....

11. Of administrative staff who moved out of the division/county, or moved to another school within the division/county, in the last 3 years, what proportion do you feel moved because of lack of adequate teacherages?

12. How many instances have there been in the last 3 years where lack of a suitable teacherage has influenced a prospective principal or vice-principal against accepting a proffered position?

13. In your professional judgment how would you rank teacherages as a factor in the retention of administrative

staff?

Very important.... Fairly important.... Not important....

Comments:

APPENDIA D

QUESTIONN IRE TO PRINCIPALS AND VICE-PRINCIPALS

Topic: To discover the effectiveness of teacherages as a factor in the retention of Administrative Staff in centralized schools.

Addressed to.....

Questions:

1. Do you have a teacherage provided you? Yes....No.....

- 2. If so, is it adequate to your needs? Yes....No....
- 3. If you do not have a teacherage, are you accommodated to your complete satisfaction?

Yes....No....

4. If your answer to #2 or #3 is No, please indicate whether you think an adequate teacherage is needed to retain the services of qualified administrative staff in your present position.

Yes.... No....

5. How important a factor would the provision of an adequate teacherage be in influencing your decision to accept an administrative position at another centralized school?

Very important....
Fairly important....
Not important....

6. Please rank in order the following factors to show how important they are to you in deciding whether or not to accept a position?

Factor Salary Rank

School plant Challenge of the job Sociability of the district Suitable teacherage

- 7. Are you married?....Number of dependents living with you?....
- 8. Have you at any time decided against accepting a position because accommodation was unavailable?

Yes....No....

APTENDIX D (continued)

9. Check list for present teacherage:
Size of house...x....
Number of rooms....
Basement--full....part....none....
Heating--coal....oil....propane....gas....elactricity
Cooking--coal....oil....propane....gas....elactricity
Is there running water? Yes.....Mo....
Is there plumbing? Yes....No....
Is there electricity? Yes....No....
Are there clothes
closets? Yes....No....
What house furnishings are provided?

10. Please add any comments which you wish re this problem.

APPENDIX E

LETTER FROM MR. A. BREDO, ADMINISTRATIVE ACCOUNTANT

Edmonton, Alberta February 6, 1957.

Dear Sir:

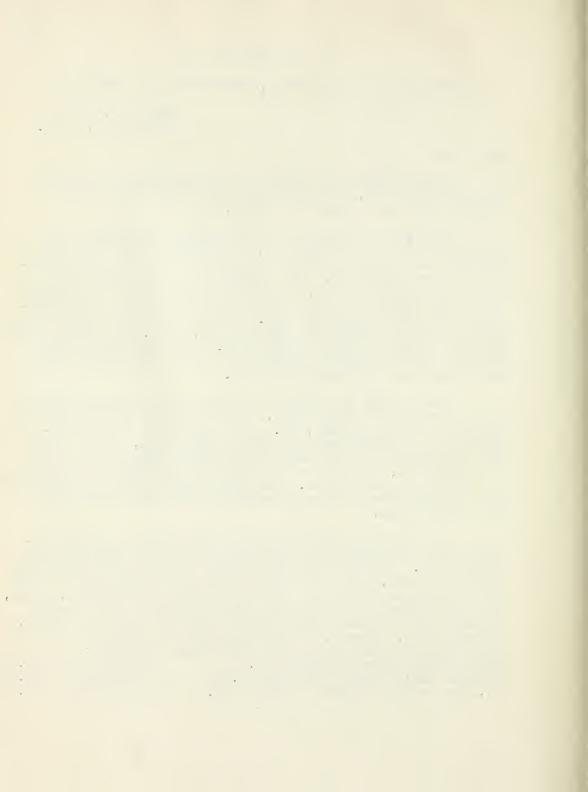
Your letters of January 20 as addressed to Queen's Printer and to Mr. Wetter of the Department have been referred to this office for reply.

The sorts of acts and regulations about which you inquire are not now available. A search of the statutes has been made and we find that grants were paid on teacherages on two occasions. For a period of about ten years terminating May 1, 1923, there was a section in the School Grants Act which made it possible to pay grants on teacherages under certain conditions. Although no new approvals were apparently permitted after May 1, 1923, the section was carried on the statutes until 1936. This was presumably done to permit payments respecting those teacherages that were built by debenture financing.

The matter of grants for teacherages appeared again in the Grants Act about 1944. For that year the Legislature voted an amount of \$100,000.00 for assisting in the construction of teacherages in rural areas only. This amount was distributed on a sliding scale determined on the basis of assessment, the Department paying from fifty to eighty per cent of construction. Plans and costs had to be approved by the Department before proceeding with the erection of the teacherages.

In 1945 the Legislature did not renew the appropriation and the assistance was discontinued and has not been used since. Because the grants were in effect for only one year we cannot, after so many years, find a detailed formula or regulations giving the exact basis of distribution. Also, we are unable to give you the exact number of teacherages assisted or the exact final figure of the total assistance. We were able, however, to discover that the following school divisions did qualify for the assistance indicated:

Berry Creek School Division No. 1 1 teacherage \$542.12 Neutral Hills School Division No. 16 1 teacherage 769.13 St. Mary's River School Division No. 2 2 teacherages 4440.25



APPENDIK E (continued)

Since regulations, as we stated above, are not available, we have made copies of the two sections to which we made reference and are attaching these for your information.

Yours very truly

A. Bredo Administrative Accountant

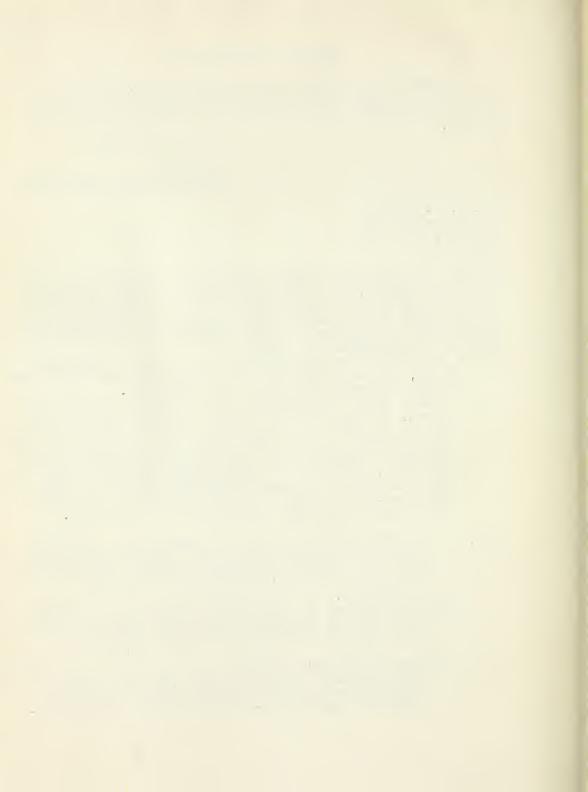
Mr. F. E. Worger 34 Chancellor Way Calgary, Alberta

Section 3(1)(m)
To each district that erects a teacher's residence of not less than \$1,000.00 in value according to plans approved by the Department of Education and provides approved furnishings and maintains such residence and furnishings and the grounds appurtenant to such residence to the satisfaction of an inspector of schools -

(i) A grant equal to one-third of the value of such residence, grounds and furnishings when the same have been

provided without the issue of a debenture.

- (ii) A grant equal to one-third of the value of such residence, grounds and Turnishings together with the debenture interest accruing due during the first one-third portion of the total period the debenture has to run when a debenture has been issued to provide such residence, grounds and furnishings, and said grant shall be payable in such annual amounts during the first one-third portion of the period the debenture has to run as may be determined by the Minister.
- 27a. (1) The Minister may authorize payment of a special grant to the board of a rural district or to the board of a school division to enable such board to erect a teacher's residence or teachers' residences.
 - (2) The Minister may authorize payment of a special grant to any board to assist such board to erect any building to be used for school purposes
 - (3) Every teacher's residence referred to in subsection (1) and every building to be used for school purposes referred to in subsection (2) hereof shall be erected according to plans and specifi-



APPENDIX E (continued)

cations approved by the Minister, and the board shall contribute such portion, being not less than twenty per cent, of the cost, as may be determined by the Minister.



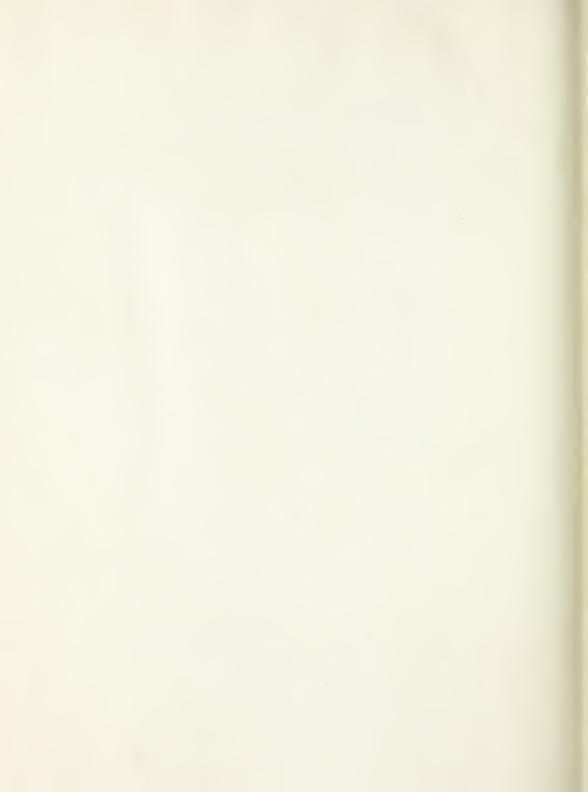














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